Unemployment Insurance Review

January 1967

In this issue

Unemployment Insurance Coverage for Farmworkers

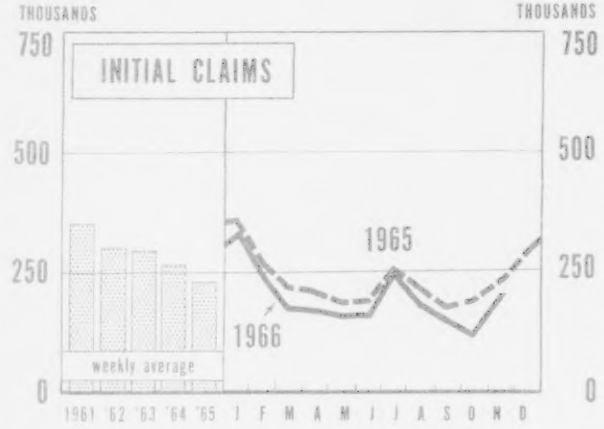
New York Broadens UI Coverage of Household Workers

UNITED STATES DEPARTMENT OF LABOR

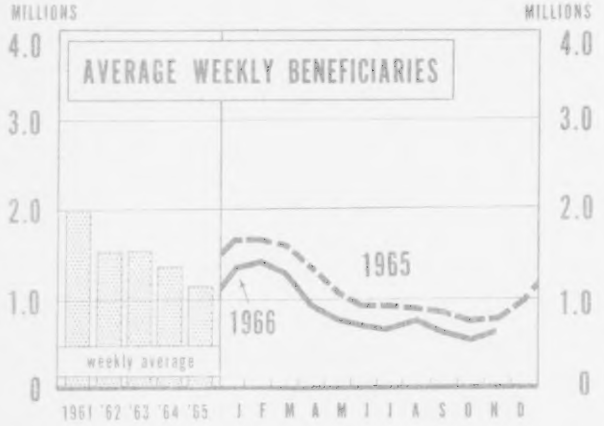
W. Willard Wirtz, Secretary

UNEMPLOYMENT INSURANCE ACTIVITIES

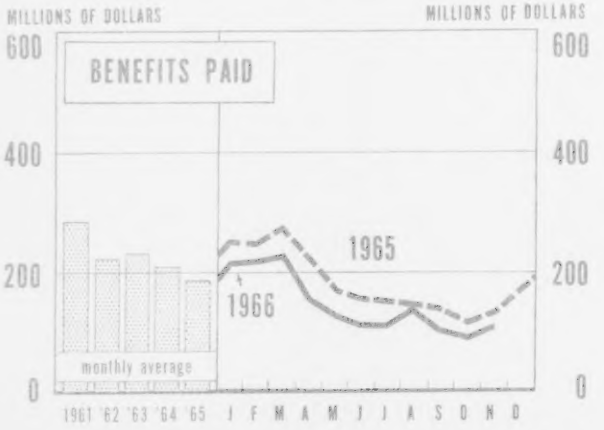
UNDER STATE PROGRAMS



Initial claims in November were at a weekly average of 207,900, the lowest average for that month since 1952. October averaged 166,300, and November 1965 averaged 224,900.



During November, a total of $114.8 million was paid out in benefits under the regular State unemployment insurance programs. This was the smallest November payment in ten years. A year ago, $132.2 million was disbursed to the insured jobless.



The weekly average of beneficiaries in October was 672,800, which was 83,300 more than the October average but 121,600 below the year-earlier figure. This is the lowest average for the month since November 1952.

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U.S. DEPARTMENT OF LABOR
W. Willard Wirtz, Secretary

MANPOWER ADMINISTRATION
Stanley H. Ruttenberg, Administrator

BUREAU OF EMPLOYMENT SECURITY
Robert C. Goodwin, Administrator

UNEMPLOYMENT INSURANCE SERVICE
William U. Norwood, Jr., Director

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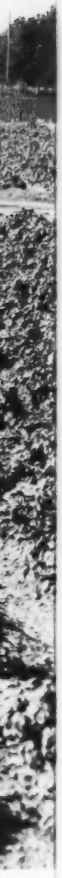
Improving the lot of agricultural workers is especially significant in California. This photo was taken in Santa Cruz where strawberries are harvested continuously from midspring to early fall.

(All photographs in this article courtesy of U.S. Department of Agriculture)



Unemployment Insurance Coverage for Farmworkers*

ROBERT C. GOODWIN

Administrator

Bureau of Employment Security

*Adapted from the testimony of the Administrator before the interim Assembly Committees on Finance and Insurance and on Agriculture of the California State Legislature, November 21, 1966.

FEW ITEMS on this country's unfinished agenda of social and economic security are of greater urgency and importance than improving the lot of our agricultural workers. And in no other State has this matter more significance than it has in California. California's tradition of pioneering solutions to serious and difficult problems makes it altogether appropriate and not at all surprising to find the State's legislative committees reviewing this subject. I have no doubt that sooner or later farmworkers generally will be given unemployment insurance protection. I also believe that action by a few individual States, especially where agriculture is important, will speed that eventuality for the entire Nation by further demonstrating the feasibility of such coverage.

Since the experience of other States with unemployment insurance coverage of agricultural workers is quite limited, it is worth reviewing some of the results of the Bureau's research on this subject and some information we have about treatment of farmworkers in foreign unemployment insurance programs.

The New Agriculture

The inevitability of farmworker coverage is, in part, the consequence of the changed structure of American agriculture. This change, to a large extent, has converted the hired farmworker from his former status, in which he was virtually a member of the family living on the family farm, to a position in which he is part of a mass, nonresident labor supply to be hired as needed. The nature and pattern of his employment have become increasingly similar to those found in nonagricultural industry. Consequently, he has become more subject to the risk and effects of unemployment than ever before, and clearly as much, if not more, in need of unemployment insurance protection than his counterpart in urban industry.

It is well known that the character of agriculture today is vastly different from that of 50 years ago, or even 20 years ago. I need not detail for you here this Nation's historical development from a rural agrarian society to an urban industrial one. It is a story with which you are no doubt quite familiar. (Tables 1 and 2 show some of the statistical details of that story.)

The trend from a rural to an urban society has been accompanied by the increasing *industrialization* of the Nation's agriculture. Today, farming is big business. Especially is this true in California. Large-scale operations and extensive applications of capital have profoundly altered the character of farm labor utilization.

The sharp decline in the number of people employed in agriculture is a well-known trend. What is perhaps not so firmly appreciated is that the decline has been less for hired farmworkers than it has been for the self-employed and unpaid family workers. In 1947, for example, when total employment in agriculture in the United States averaged 8.3 million, only one out of every five jobs was filled by a hired worker. By 1965, when total agricultural employment was down to 4.6 million,

TABLE 1.—POPULATION: URBAN, RURAL, FARM—UNITED STATES AND CALIFORNIA, SELECTED YEARS 1800–1960

[Based on decennial census of population]

Year [1]	United States					California				
	Total population (millions)	Percent urban	Percent rural	Farm [2]		Total population (millions)	Percent urban	Percent rural	Farm [2]	
				Number (thousands)	Percent of total				Number (thousands)	Percent of total
1800	5.3	6	94							
1850	23.2	15	85							
1900	76.0	40	60							
1910	92.0	46	54							
1920	105.7	50.3	49.7							
1930	122.8	56	44							
1940	131.7	57	43							
1950	151.3	64	36	23,048	15.2	10.6	81	29	568	5.4
1960	179.3	70	30	13,474	7.5	15.7	86	24	351	2.2

[1] As of April 1 since 1930, January 1 in 1920, April 15 in 1910, June 1 in 1850 and 1900, August 4 in 1800.
[2] Farm population is a part of rural population.

Source: *Statistical Abstract of the United States, 1966*, U.S. Department of Commerce, Bureau of the Census.

one out of every three jobs was filled by a hired worker. While the industrialization of farming has reduced total labor utilization, it has also resulted in placing relatively greater reliance on hired labor.

Other available information indicates that what is true for the Nation is certainly true for much of California. For example, in 1960 when the number of persons living on farms in the United States equaled 7.5 percent of the total population, the comparable figure in California was only 2.2 percent. In that year, the number of workers reported with farm wages in California subject to social security taxes was larger than the entire farm resident population. The figures are 362,500 farmworkers and 351,000 farm residents. For the Nation as a whole, the comparison for that year shows 12.3 million farm residents and only 1.9 million farmworkers covered by social security. Also in that year, there were 2.2 million self-employed farmers in the country covered by social security, more than the total number of workers so covered (1.9 million). But in California, there were only 65,000 covered self-employed farmers, less than one-fifth the number of covered hired farmworkers. Clearly, California agriculture has become heavily dependent on its hired farm labor force. And the stability of that labor force has become essential.

Unlike the past, the typical hired farmworker today does not live on the farm where he works. The majority do not live on farms at all. A study made by the Census Bureau and the U.S. Department of Agriculture in April 1963 revealed that a majority of hired farmworkers at that time traveled to and from their place of employment much as workers do in the city. Moreover, more than a third of the people who live on farms and who work are employed off the farm. Clearly, the traffic to and from the farm has been getting heavier—and heavier at both ends of the working day.

As the hired farmworker comes to resemble, more and more, workers in nonagricultural industry, and as agriculture's dependence on a stable labor supply becomes more apparent, the demands to afford the hired farmworker the same rights and benefits enjoyed by urban industrial labor become increasingly insistent. The case for denying him those rights and benefits becomes less and less justifiable. We have recently seen in California a significant extension of collective bargaining to farm labor relations. Legislatively, at the Federal level, the recent extension of the minimum wage to agriculture represents a major step in the direction of broad economic security for farmworkers. Although it did not pass the Congress, the 1965 proposal to extend unemployment insurance coverage to farmworkers was the first to be proposed by any national administration, and the proposal did receive serious consideration. About 15 years have already passed since the social security program first covered farmworkers. And, in California, the disability benefits program for

agricultural workers is now about 5 years old. Surely unemployment insurance is one of the threads in the fabric of social and economic security that should be completed for farmworkers.

Experience of Other States

State experience with unemployment insurance for farmworkers is limited. Only in Hawaii is there mandatory coverage that applies generally to most farm employment. Puerto Rico has a special provision that applies only to fieldworkers in sugarcane, and even this protection differs in nature in certain respects from that afforded to workers in commerce and industry generally. Coverage of farmworkers in other States is entirely voluntary and very few employers have elected to cover their workers.

Hawaii's experience can be summarized, but it should be realized that agriculture in that State is not representative of mainland agriculture. Hawaii's agricultural economy is dominated by the large pineapple and sugar companies. These highly integrated enterprises handle all aspects of production from the growing of the crop to the preparation of finished products. There are some large vertically integrated corporate enterprises in California operating in this manner in certain crops, so that the Hawaii experience does have some relevance. Clearly, however, such employers are not representative of California's agricultural economy.

The Hawaii unemployment insurance program for agricultural workers is established under a separate law independent of the regular unemployment insurance program. This approach avoided conflict with certain requirements of the Federal Unemployment Tax Act.

A special feature of Hawaii's agricultural unemployment insurance law permits farm employers to cover their workers on a self-financing basis, that is to pay all and only benefit costs incurred by their workers, thereby remaining independent of the normal unemployment insurance taxing and funding arrangements. Most employers, accounting for about 90 percent of covered farm employment, have chosen this alternative. The rest are covered under the regular unemployment insurance law. Those covered on a self-financing

TABLE 2.—EMPLOYED PERSONS IN AGRICULTURE BY TYPE OF WORKER, 1947–65

[Persons 14 years of age and over]

Year [1]	Average annual employment in agriculture					
	Number in thousands			Percent		
	Total	Self-employed and unpaid family workers	Wage and salary workers	Total	Self-employed and unpaid family workers	Wage and salary workers
1947	8, 266	6, 589	1, 677	100	80	20
1948	7, 973	6, 227	1, 746	100	78	22
1949	8, 026	6, 181	1, 845	100	77	23
1950	7, 507	5, 773	1, 733	100	77	23
1951	7, 054	5, 408	1, 647	100	77	23
1952	6, 805	5, 278	1, 526	100	78	22
1953 [2]	6, 562	5, 094	1, 467	100	78	22
1954	6, 504	5, 051	1, 452	100	78	22
1955	6, 730	5, 030	1, 700	100	75	25
1956	6, 585	4, 893	1, 692	100	74	26
1957	6, 222	4, 535	1, 687	100	73	27
1958	5, 844	4, 173	1, 671	100	71	29
1959	5, 836	4, 148	1, 689	100	71	29
1960 [2]	5, 723	3, 856	1, 866	100	67	33
1961	5, 463	3, 729	1, 733	100	68	32
1962 [2]	5, 190	3, 524	1, 666	100	68	32
1963	4, 946	3, 271	1, 676	100	66	34
1964	4, 761	3, 179	1, 582	100	67	33
1965	4, 585	3, 093	1, 492	100	67	33

[1] Data for the period 1947–56 have not been adjusted to reflect changes in the definitions of employment and unemployment adopted in January 1957.
[2] Not strictly comparable with prior years.

Source: U.S. Department of Labor, Bureau of Labor Statistics.

Increased industrialization has helped to make farming big business. Shown here is a packing van in Salinas on which lettuce is wrapped, boxed, and dropped off for another truck that picks up the cartons and delivers to sheds.

basis pay a flat tax of between one-tenth and one-twentieth of 1 percent of their taxable payroll for administrative costs. Farm employers are covered only if they hired 20 or more farmworkers in 20 or more weeks in a calendar year.

Recent experience shows that for self-financing employers, the cost of covering farmworkers averaged about 1 percent of taxable payroll in both 1964 and 1965. For contributory farm employers, those covered under the regular law, cost data are not available, but their contributions averaged 2.3 percent of taxable payroll in 1964 and 2.0 percent in 1965.

Two aspects of Hawaii's program and its agriculture must be noted, which help to explain why benefit costs in agriculture were not higher.

1. Farm employment in Hawaii, for the most part, is fairly stable and year-round. Seasonal employment appears to be of some significance only in pineapple and coffee.

2. The Hawaii unemployment insurance law contains provisions that restrict payment of benefits to seasonal workers. Unless they had other substantial employment besides seasonal employment in their base period, such workers may receive benefits only in those periods of the year when their seasonal employment normally occurs. Since Hawaii has defined farmworkers to be seasonal workers, these provisions have operated to restrict their benefit entitlement.

The program in Puerto Rico for sugarcane workers has even less relevance to mainland agriculture

than Hawaii's. Puerto Rico covers farmworkers only in sugarcane, which represents the principal crop of the Commonwealth. Employers who employ four or more workers at any time are covered. A covered agricultural employee is defined as one who earns 50 percent of his base-period wages in covered agricultural services. Two schedules of benefits are provided in the Puerto Rico law: One for industrial workers; and one, which is lower, for sugarcane workers. The latter have a uniform benefit year which begins July 1; industrial workers have individual benefit years. An individual who qualifies under both schedules has the option of choosing the one which has the most advantages for him. However, there is no provision for combining both industrial and agricultural wages so that the individual, in effect, loses part of his earnings for benefit purposes if he has both kinds of wages. It should be noted that Puerto Rico's law has no experience rating provision.

Table 3 presents some data comparing experience under Puerto Rico's sugarcane program with the regular program. While covered employment in sugarcane is estimated to be only 22 percent of all covered employment, sugarcane workers accounted for a much higher proportion of claims, reflecting the sharp seasonal pattern of the industry and a generally higher unemployment level in the Commonwealth than is found on the mainland. Because of the importance of sugarcane in Puerto Rico and the large number of workers involved, this program is making a significant contribution to the economy of the Commonwealth and the welfare of its people.

Elsewhere, as noted earlier, only a limited amount of farm employment is covered by unemployment insurance through voluntary election by employers. In 1965, throughout the country, there were only about 20,000 to 25,000 covered wage and salary jobs in establishments classified as "commercial farms"; about 6,000 of these jobs were in California. Not all of these jobs represent farmworkers since the employers involved may also hire other kinds of workers who are reported together with farm employees. The experience with this kind of coverage is not likely to be typical and would not be a reliable guide to potential experience under more general coverage.

Foreign Experience

Recently the Canadian Cabinet, acting under statutory authority under which it can extend unemployment insurance coverage to additional groups of workers, has by regulation extended coverage to agricultural workers and employers, effective April 1, 1967. There is no minimum size of farm specified. However, self-employed farmers, members of the farmer's immediate family,

TABLE 3.—PUERTO RICO: COMPARISON OF UI COVERAGE AND CLAIMS EXPERIENCE UNDER REGULAR PROGRAM AND SPECIAL PROGRAM FOR SUGAR WORKERS, 1965 AND FY 1966

	NUMBER	PERCENT
COVERAGE (1965)		
1. Average covered employment—total	390, 000	100
Regular program	303, 900	78
Sugarcane workers	[1] 86, 100	22
2. Subject employers (midyear)—total	18, 937	100
Regular program	10, 405	55
Sugarcane workers	8, 532	45
CLAIMS (FY 1966)		
1. Number of beneficiaries—total	110, 923	100
Regular program	62, 192	56
Sugarcane workers	48, 731	44
2. Weeks of unemployment compensated—total	1, 304, 010	100
Regular program	63, 822	48
Sugarcane workers	673, 188	52
3. Amount of benefits paid—total	$15, 506, 420	100
Regular program	11, 570, 014	75
Sugarcane workers	3, 936, 406	25

[1] Estimated.

Source: Estimates and statistical reports furnished by Bureau of Employment Security, Puerto Rico.

Puerto Rico's UI program covers farmworkers only in sugarcane, its principal crop. Photo shows worker cutting cane in Yauco.

and workers remunerated other than by cash are excluded from coverage. Workers will be entitled to benefits on the same basis as other workers covered under the Canadian act, and no special seasonal limitations are provided. A separate accounting for benefits paid to agricultural workers will be maintained, and the Government will underwrite the added costs of the program pending a realignment of present contribution rates of both employers and employees. (Unemployment insurance in Canada is financed by contributions from employers, workers, and the Government.) It is estimated that 100,000 farms will be covered and that 200,000 workers will be affected.

Twenty other foreign countries have compulsory unemployment insurance (table 4). Eleven of these countries include some or all agricultural workers under the protection of their programs. Cyprus exempts farms employing fewer than five workers, a size limitation applied in no other industry. West Germany excludes agricultural employees who have yearly contracts. Ireland excludes female farm employees. Italy excludes seasonal workers regardless of industry.

None of the 11 countries that cover agricultural employees makes any distinction in eligibility and benefit provisions between these employees and those covered in other industries. Such provisions are applied uniformly to all workers who have coverage. Both employers and workers contribute to the financing of unemployment insurance in all of these 11 countries, except for Italy where workers do not contribute. Government contributions to unemployment insurance funds are made in six of these countries—Belgium, Cyprus, Holland, Ireland, Norway, and the United Kingdom.

Recent Research

In the late 1950's, Secretary of Labor James Mitchell focused attention on the problems of farmworkers, particularly on their exclusion from virtually all of the social and economic legislation that had developed over the last 25 years to protect and promote the welfare and rights of workers. Among other things, Secretary Mitchell called for the conduct of research to determine the feasibility of and problems associated with the extension of unemployment insurance protection to farmworkers. As a result, the Bureau of Employment Security developed and sponsored special surveys in a number of States on this subject. Between 1959 and 1962, studies were made in four States—Arizona, Connecticut, Nebraska, and New York—the results of which have been made generally available. More recently, a similar study was conducted in Texas and, hopefully, some of the results of this study will be available early in 1967.

TABLE 4.—AGRICULTURAL WORKERS UNDER FOREIGN UI SYSTEMS [1]

COVERED	EXCLUDED
Austria	Ecuador
Belgium	Greece
Chile	Iceland
Cyprus [2]	Iraq
East Germany	Japan
West Germany [3]	South Africa
Holland	Spain
Ireland [4]	Switzerland
Italy [5]	Uruguay
Norway	
United Kingdom	

[1] Excluding Canada.
[2] Exempts farms with less than five workers.
[3] Excludes workers with yearly contracts.
[4] Excludes female workers.
[5] Excludes seasonal workers.

Source: *Social Security Programs Throughout the World, 1964;* U.S. Dept. of Health, Education, and Welfare.

And, of course, there is the study currently in progress in California.[1]

The results of the earlier studies have lent support to the contention that it is feasible to extend coverage to farmworkers. These study results have refuted two of the major arguments made against coverage of agriculture: (1) That the costs would be prohibitive because of the seasonal and unstable nature of much farmwork; and (2) that the program would be very difficult and expensive to administer, since farmers keep inadequate records or no records. In short, the studies indicate that costs would be within the range of present unemployment insurance cost experience, and that farm payroll records are adequate.

Each of the studies provided simulated costs of coverage (table 5). Among the four studies reported, average estimated benefit costs ranged between 1.5 and 3.3 percent of taxable payrolls. Benefit costs estimated for nonseasonal workers were considerably less than this. Such costs are not very different from those experienced in other presently covered high-cost industries, such as construction, apparel, and some of the food processing and service industries. By and large, estimated costs of benefits to farmworkers were rela-

[1] The current study in California is covering the employment, unemployment, and earnings experience of a sample of workers with agricultural earnings in the State during 1965. Information is also being obtained about their personal and family characteristics, education, housing, transportation, use of welfare programs, and migratory experience. Preliminary results are anticipated by spring of 1967.

Mechanization can cut down but not entirely replace hand labor on sugarcane plantations. Here a two-row cane cutter, in one continuous operation, cuts and tops sugarcane and places it in heap rows. A blade at the bottom cuts the canes, which are carried by gathering chains to another blade to be topped into uniform lengths and then dropped out onto the ground.

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TABLE 5.—ESTIMATED POTENTIAL UI BENEFIT COSTS FOR AGRICULTURAL COMPARED TO NONAGRICULTURAL WORKERS

State	Year	Benefits as percent of taxable payroll			
		Nonagricultural workers	Agricultural workers [1]		
			All workers	Regular [2]	Seasonal [2]
Arizona	1958	1.6	2.2	1.4	3.8
Connecticut	1960	2.5	1.5	0.7	3.2
New York	1959	2.8	3.3	2.7	4.6
Nebraska	1959	0.9	1.6	1.2	3.3

[1] The estimates of benefit costs for agricultural workers should be used cautiously because of the experimental nature of the study methods used.
[2] A regular agricultural worker is one who has been on the payroll of an employer for 150 days or more, or had been hired with the expectation of working 150 days or more. Seasonal workers worked or were hired to work less than 150 days for a single employer.

tively lower than many would have expected, because the casual or unstable workers who experience a great deal of unemployment, or nonwork time, were largely unable to meet the qualifying requirements in the laws of the States studied

With respect to recordkeeping by farmers, the studies also presented a picture different from that which was generally believed. Most farm employers, it turned out, do keep payroll records and generally adequate ones. In fact, very high proportions of workers employed by farm operators (nearly 90 percent) were paid by check. These results should not be surprising. Farmers have been subject to various taxes and other governmental programs for a long time now, so that records have become as essential to the farmer as to other employers. Most signficantly, farm employers have been covered by the social security program for about 15 years now and have become fairly well adjusted to the keeping of payroll records required in conjunction with the payment of old-age, survivors, and disability insurance (OASDI) contributions. The recently enacted extension of the minimum wage to agriculture will make adequate payroll records even more essential.

In this particular area, California is several steps ahead of all other States, thanks to the coverage of farmworkers under its disability benefits program 5 years ago. As a result of this extension, California already has on file all of the wage and employment information for farmworkers and their employers needed to administer unemployment insurance, thereby eliminating the formidable task and problems that would otherwise have to be faced to build such a file and the employer-reporting program to produce it.

Casual Employment and Availability for Work

One of the major arguments made against unemployment insurance for farmworkers rests on the contention that the benefits paid would go largely to those whose only work is on farms and who are very casual in their attachment to the labor force and who do not wish to work more than a limited amount of time. Truly, unemployment insurance is not intended for the casual worker who is really not attached to the labor force.

Qualifying requirements and provisions for determining current availability for work are contained in unemployment insurance laws precisely to eliminate such workers from benefit eligibility. Adequate qualifying requirements and intelligent administration of availability provisions have dealt effectively with this problem. There is no reason to believe that they would be less effective if agriculture also was covered.

The Bureau's analysis of some of the 1965 data available from the disability benefits program indicates that California's present qualifying requirement of $720 in annual wages would eliminate about 60 percent of all workers with farm earnings. Surely, casual workers comprise most of this group. It would also appear likely, however, that such a requirement, involving only a flat amount of wages in a year, might also screen out some workers who have a substantial amount of employment at low weekly wages, while qualifying some who can earn the required amount or more in a limited period of time.

It is also interesting to note, in this connection, that a substantial number of workers with farm employment also work off the farm in the same year. Again, from the disability benefits program's wage data, we find that about one out of every four workers with farm earnings in 1965 also had nonfarm earnings. Indeed, among those with wages of over $700 in 1965 more than 40 percent, or nearly 150,000 workers, had both farm and nonfarm employment. The current failure to include farm earnings in determining the entitlement of these workers for unemployment insurance results, in some cases, in their ineligibility for benefits or in limited benefits for those who do qualify. There is little or no reasonable justi-

fication for this result since these workers, by having worked in both farm and nonfarm employment, have given strong evidence of their attachment to the labor force.

The Bureau believes that coverage of farmworkers, along with adequate qualifying requirements and adequate administration of current availability provisions, would effectively assure that benefits would be paid to those and only to those who should be paid.

California Agricultural Coverage Proposals in 1965

During the 1965 legislative session, California did consider proposals to extend unemployment insurance to farmworkers, and the Bureau of Employment Security commented on two of them. I should explain that one of the responsibilities of the Department of Labor and of the Bureau of Employment Security is to review State unemployment insurance laws to assure that they conform with requirements contained in the Federal statutes. In connection with that responsibility, we generally are asked to review State legislative proposals to indicate whether they might give rise to conformity questions. It was out of that process that we happened to comment on the 1965 proposals. At this point it might be worthwhile to simply review that experience.

Assembly bill 2926, introduced in 1965, proposed to delete the agricultural exemption from the law. As California covers employers with one or more employees and a payroll of $100 in any quarter, the proposal would have covered all agricultural employment to the same extent as industrial employment. The Bureau commented that this was desirable because such coverage would materially add to the stability of the agricultural labor force and to the solution of farm labor recruitment problems.

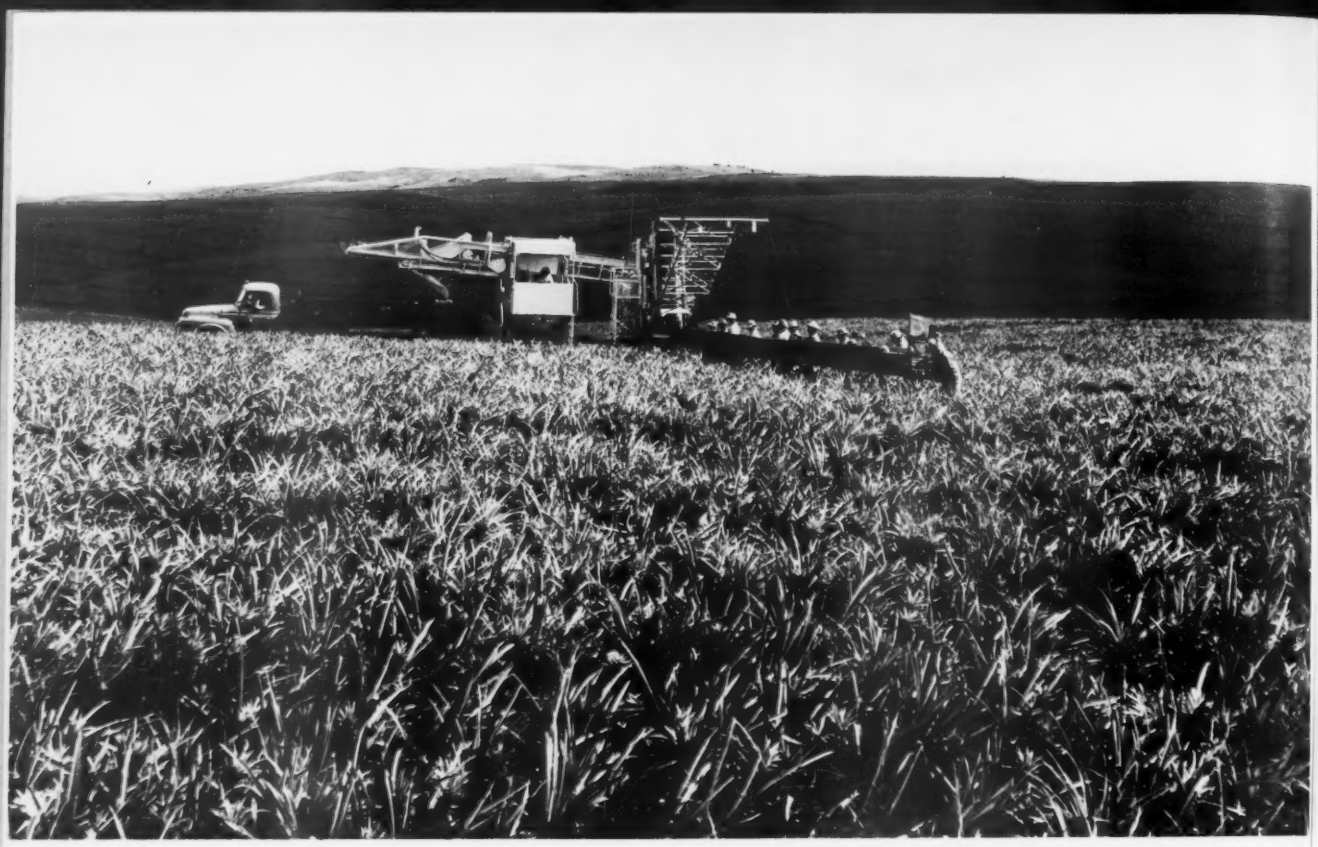
The bill, however, would have added a new section providing that an individual must have had agricultural wages of not less than $50 in each of three calendar quarters before agricultural wages could be used for benefit purposes. The Bureau recommended against the adoption of this provision because it would prevent workers with both farm and nonfarm wages from using agricultural wages unless they met the requirement. The provision was also viewed as being contrary to the overall purpose of the bill.

Assembly bill 624 also would have covered agricultural services to the same extent as assembly bill 2926. However, section 8 of the bill was understood to require a separate account to be maintained, with respect to services in agriculture which first became covered under the bill, with contributions to be paid at the standard rate of 2.7 percent until the rate year 1971. Thus any employer with an existing experience-rating account as of October 1, 1965 (either because of mandatory coverage of nonagricultural services or because of elective coverage of agricultural services), who also had agricultural services performed for him which first became covered under the bill, would have had two accounts—one as to newly covered agricultural services with contributions at the rate of 2.7 percent and the second with respect to all other services for which he would have paid the rate determined by his experience.

The Bureau pointed out that such a provision does not conform to Federal law since section 3303(a)(1) of the Federal Unemployment Tax Act has been consistently interpreted to require that *all* of the employer's experience during the requisite period immediately preceding the computation date must be considered in arriving at an employer's contribution rate. As two accounts would have been maintained, all of the employer's experience would not have been used. The Bureau recommended that section 8 be deleted. The Bureau suggested that payment of benefits on newly covered agricultural employment could be postponed, or, if the State wanted to provide additional income as insurance against higher benefit payments to agricultural workers than to other covered workers, a provision similar to war-risk contributions used by some States during World War II could be used.

Separate Treatment of Farm Coverage

The concern over the potential high cost of unemployment insurance for agriculture has led to the consideration of means whereby benefits paid to farmworkers could be isolated or treated separately so as to minimize or eliminate the impact of their cost on the existing unemployment insurance program and the tax rates paid by nonagricultural employers. The Bureau sees no reason why farmworker coverage and its financing cannot be integrated fully into the existing program just as the coverage of food processing, construction, and apparel workers is now included.



Hawaii's UI program for agricultural workers was established under a separate law. Photo shows mechanical harvesting of pineapples on Island of Molokai.

The Hawaii experience is instructive in this regard. Hawaii chose a separate approach with respect both to the worker's benefit entitlement and eligibility and to the financing of the program. In time, it became clear that benefit costs were modest, and the special restrictions on the benefit eligibility of farmworkers were progressively relaxed. By now, benefits are payable to covered farmworkers on the same basis as they are to other workers.

However, Hawaii still maintains its option to employers for self-financing of benefits. The provision of this option was motivated largely by the fact that the large sugar and pineapple companies already were covered for their nonfarming activities. Inclusion of their farming operations under the same program would have produced a substantial rise in their tax rates immediately because of the type of experience-rating system used. Since the Federal law prohibits the division of an employer's operations and experience for the purpose of assigning separate rates, Hawaii established a separate program that does not fall within the jurisdiction of the Federal law. It should be noted, however, that should the Federal law be amended to cover farmworkers, then Hawaii would have to alter or drop its present arrangements.

If it is felt that coverage of farmworkers cannot be achieved at once on a fully integrated basis, various alternatives could be explored for dealing with the problem through some degree of separate treatment.

Conclusion

California is to be commended for its consideration of this matter and for the careful approach being taken in doing so. The country has come to look to California for leadership in many fields. These deliberations and actions on this question will be keenly followed by other States as well as by the Bureau.

New York Broadens UI Coverage of Household Workers

WILLIAM L. O'TOOLE

THE MOST RECENT U.S. census data [1] show that New York State has over 150,000 persons whose employment is confined to personal or domestic service in private households. Over 100,000 of them are engaged in casual or part-time work. Whether or not to afford unemployment insurance protection to these domestic workers has always been a matter of much dispute. However, for those household employees who are basically full-time workers, unemployment is as great a hardship as it is for workers in any other industry. Facing up to this situation, New York has covered domestic workers in private homes under its unemployment insurance law since 1936, but between then and 1966 employers of domestics incurred liability on a mandatory basis only if they employed four or more persons. Only one other State, Hawaii, affords coverage to household employees on a compulsory basis.[2]

Except for employers of domestics, New York has for a number of years been a "one or more" coverage State and the question of broadening the protection of household workers had been under consideration for some time.

Following long study and deliberation, the New York State Legislature, effective January 1, 1966, extended unemployment insurance protection to employees in personal or domestic service in private homes when the cash remuneration for such services amounted to $500 or more in any calendar quarter.

History of N.Y. Household Coverage

As mentioned before, for 30 years compulsory coverage in New York was confined to households with four or more employees. The only change affecting these employers was an amendment, effective January 1956, which altered the basis for coverage from the number of workers on 15 or more days in a calendar year to the number employed on any 1 day. During the same period, the general coverage of the law had been extended gradually to employers of one or more employees.[3]

The New York State Advisory Council on Employment and Unemployment Insurance recommended, for several years before its enactment, that coverage be extended to the smaller household (less than four employees) employers. Originally it was contemplated that domestic coverage should be on the same basis as general coverage. However, due to a concern over the possible administrative difficulties of increasing coverage on this basis, it was later decided that the first step should be the extension of the act only to those domestic employees who have full-time employment in a single household. A bill was drafted that would have provided coverage on an "employee" basis, that is, liability would commence when an employee earned a stipulated cash wage with a single employer in a calendar quarter. This approach, which was aimed primarily at excluding casual or part-time workers from coverage, was eventually discarded when it became evident that proper employer reporting would be perplexing. In addition, it would have been administratively difficult to determine whether benefit claimants had worked in covered employment during their base periods.

Mr. O'Toole is Director of Unemployment Insurance Accounts Bureau, New York State Division of Employment.

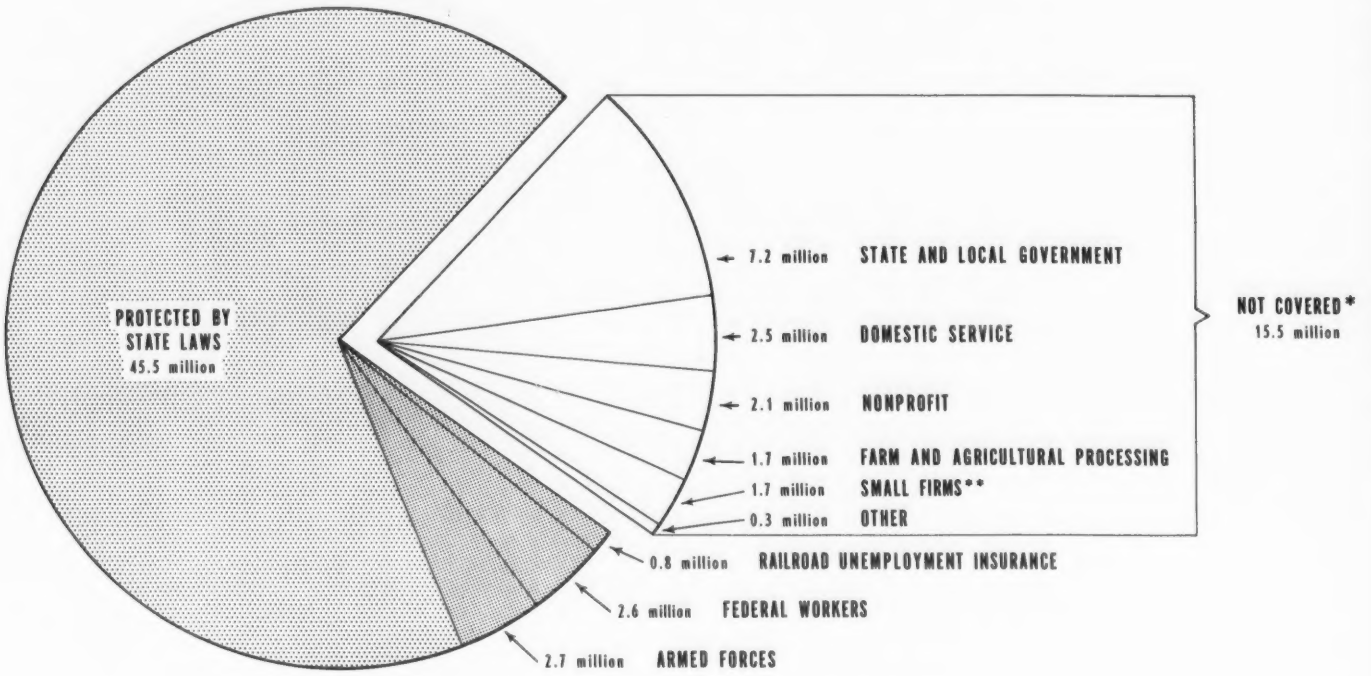
[1] *U.S. Census of Population, 1960,* New York Detailed Characteristics, PC (1) 34D NY Table 129.

[2] Hawaii covers household workers if they receive cash remuneration of at least $225 in a calendar quarter.

[3] For general coverage the New York State unemployment insurance law covers employers of one or more persons with earnings of $300 in any calendar quarter. The first part of a three-stage "extension of coverage" was effective January 1, 1956; the second, in 1957; and the third, in 1960. See "Extension of Coverage: New York State's Experience," *Unemployment Insurance Review,* January–February 1964.

UNEMPLOYMENT INSURANCE COVERAGE OF WAGE AND SALARY WORKERS

Over 50 Million Wage Earners Are Protected by Unemployment Insurance



*Excludes clergymen and members of religious orders, student nurses, interns, and students employed in schools where enrolled.

**Excludes small firms added to coverage by Michigan, effective January 1, 1966.

New York Law

The proposal, eventually enacted, for extending coverage to employers who pay $500 or more in cash wages to all domestic employees in a calendar quarter, had the desired advantage of effectively excluding casual workers. The coverage of an individual employee does not have to be administratively established each time a benefit claim is filed, and the employer's reporting obligations are less difficult to meet than would have been the case under earlier approaches to extended coverage.

In determining his household liability, the employer considers his domestic workers apart from any employees he may have at his place of business. In situations where an employer has incurred liability for both domestic and business employees, New York establishes an account for each type of employment and these accounts are handled separately.

Certain persons are, by law, excluded from coverage. In this category are the employer's spouse or minor children, daytime students, babysitters under 18 years of age, and minors engaged in casual household chores.

Once an employer comes under the coverage provisions of the law, he can apply to end his liability only after he has paid less than $500 in cash wages in four consecutive calendar quarters.

While only cash wages are considered for purposes of determining liability and termination under the law, a reasonable cash value of room and board must also be counted in figuring the employer's tax due and in computing the benefit rate payable to unemployed household workers. A domestic worker's eligibility for benefits has the same basis as that of all workers in the State: In the 52 weeks prior to his claim for benefits he must have worked at least 20 weeks and earned at least $300 in insured employment.[4]

Planning for the Extended Coverage

Well in advance of the effective date of the amendment, plans were formalized for the implementation of the new law. The Division of Employment's Research and Statistics Office prepared estimates of the additional number of employers and employees to be covered. Using these workload estimates, budgetary action was taken to obtain the required additional staff and equipment. Detailed procedures were developed and special forms were designed. An operating timetable was prepared and provisions made for wide publicity of the extended coverage.

For many years New York had "preregistered" new employers upon receipt of any information indicating probable liability under the UI law. Briefly, "preregistration" means the assignment of an account number, notification to the employer of the basis for holding him liable, and a request that he submit an information form so that a more precise determination of his status under the law can be made. If the employer provides information showing that no liability exists, the account is cancelled and the employer so notified.

The principal source for the identification of the household employers to be preregistered was Federal Form 942, "Employer's Quarterly Tax Return for Household Employees," which had been filed by New York State employers for the first quarter of 1965. These forms were obtained from the Social Security Administration after having served their purpose in that agency. The report forms were first screened. Those showing $500 or more in wages were checked against the file of registered employers to avoid duplicate registrations.

With the remaining form 942's showing potentially liable employers not already in the system, Flexowriters were used to prepare a paper tape showing their names and addresses. The IBM 1401 converted the paper tape to magnetic tape which was then used as input to the IBM 7070. The computer assigned registration numbers to the employers from blocks of numbers that had been set aside specifically for this purpose and with the available data accepted the employers as accessions for the master files.

The computer also printed sufficient heat transfer impressions to label the necessary central office records and to address documents for mailing to the newly registered employers. The documents mailed to the employers in December 1965 included a Determination Letter, a Report to Determine Liability, a Handbook for Employers, and other appropriate material. The employers were also provided with a Record of Employee Earnings, which had been prepared for the householders as a special aid to simplify their recordkeeping for both tax and claimant-wage data.

[4] An employee may qualify for benefits under an alternate condition on the basis of 2 years' experience. He must have earned $225 in covered employment in at least 15 of the 52 weeks and at least $600 in at least 40 of the 104 weeks prior to the filing of his claim.

The innovation of using the computer for the registration process enabled the Division of Employment to mass register 24,972 household employers in a limited period of time without any significant increase in staff. Time was short, as the first group of form 942's was not available to New York until late in August 1965, and for purposes of good public relations it was desirable to notify the mass registered employers by December. Registration by December 1965 also allowed time for the cancellation, prior to the due date of the first report, of accounts subsequently found to be exempt.

To insure that each employer of domestics was advised of his new responsibilities, and to notify all the employees of the newly extended protection against unemployment, the Division of Employment's Public Relations Office launched a broad public information program.

In mid-December of 1965, 2 weeks before the new legislation became effective, a news release directed to the employer was sent to the women's page editors of all daily and weekly newspapers in the State. This was followed by a turn-of-the-year piece sent to the general news desks of all New York papers, advising both employer and employee that the new law had become operative. Simultaneously, spot announcements—some geared to the employer, some to the worker, and some to both—were circulated to radio and television stations throughout the State. Cooperation from all media was excellent.

Special information leaflets explaining the basic provisions of the law also were prepared for domestic employers and workers. The newspaper, radio, and television publicity urged interested persons to write for these, and the response was good.

Effects of the New Law

Under the law in effect prior to January 1966, the number of household employers and employees covered had been declining gradually over the years. In 1940 there were approximately 3,500 employers and 25,000 employees covered by the unemployment insurance law; by 1965 coverage was down to 2,200 employers and 9,700 domestic workers. This decrease reflected the basic change in household employment that had been taking place, particularly the dwindling number of households with large personal staffs.

During the first half of 1966, under the new amendment to the law, the unemployment insurance system experienced a net increase in coverage of 21,300 private households and 28,000 workers. The reduction in the number of liable employers from the almost 25,000 who had been mass registered was due primarily to the cancellation of accounts when employers supplied information that no liability existed. By the middle of 1966 the New York law covered, in total, 23,500 private households employing approximately 38,000 workers. Despite the new amendment there are still over 100,000 casual or part-time domestic employees in New York State working outside the coverage of the UI law.

Initially there was some adverse reaction by employers to the new legislation. A few employers objected to the principle of extending unemployment insurance liability to small householders on the grounds that no justified need existed for such coverage. Others were critical of the instructions and reporting forms as being too complex. The Division of Employment, recognizing that employers of domestics differ from the usual commercial employers, undertook a comprehensive review of all reporting forms and instructions to further simplify the material and to make the employer's task of complying as easy as possible. To this end, New York prepared a special Householder's Guide and Record Book which serves as a handbook for employers of domestics and is designed also for payroll record-keeping purposes. On balance, this unique group of employers was brought under coverage with less difficulty than had been initially anticipated.

Due to the character of the new coverage, it was expected that the initial rate of report delinquency would be high. Partly for this reason, but more because of the nature of the employers, it was decided not to follow the usual practice of mailing notices to employers who failed to submit reports. Instead, tax auditors contacted them by telephone, or personally if necessary, to obtain the missing reports and answer any questions on reporting requirements. This approach was effective in securing contribution reports; and because it showed personal interest in each employer, an improvement in public relations ensued.

Of the approximately 21,300 reports due for the first quarter of 1966, the Division of Employment had received over 19,500 by the middle of August. Considering all circumstances, this represented good compliance by the employers of domestic workers.

Experience With Benefit Claims

It is still too early to have accumulated any significant experience with respect to benefits paid to newly covered domestic employees. A test of a week, in July 1966, showed that 110 claimants were collecting benefits under the new provision of the law. This was about 0.4 percent of the newly covered employees and could not be considered as typical because of the condition of the current job market and the high levels of employment. However, this very preliminary and limited study—together with other studies relating to domestic workers who had filed for benefits under the old law—showed clearly the need for the extended unemployment insurance protection for household workers. Despite the fact that domestics are in great demand, there is still significant joblessness among these workers due to seasonal unemployment (such as employer away on vacation), advancing age of employees, and other miscellaneous reasons. In resort areas it is especially difficult for unemployed household workers to find work during the off season. Moreover, domestics are in rather specialized occupations (butlers, personal valets, and so forth) and return to their former employers after seasonal layoff periods. As the Employment Service receives few job orders for such specialized workers, and because of the attachment between these domestics and their employers, little can effectively be done about referrals to employment. Furthermore, despite the overall demand for domestic workers, employment opportunities do not appear to be equally plentiful in every region of the State.

New York plans to prepare, early in 1967, a series of comprehensive reports on the State's experience with extended domestic coverage. The objectives of these reports are to compile information for use by New York State in measuring the results of the 1965 amendment; to evaluate the effects of the amendment on the operations of the Division of Employment; and to report the experience with employers of domestics to the Governor, State Legislature, and general public. Furthermore, the reports may be useful to other States and the Federal Government in considerations of possibly extending unemployment insurance coverage to personal or domestic workers in private households.

Summary

Although a comprehensive analysis of New York's extension of domestic coverage is not yet possible, the limited experience to date demonstrates the administrative propriety of the new legislation. It is further expected that as statistics accrue they will show that the benefits made available to employees of smaller households are as justified as the benefits paid to other segments of the State's labor force.

Unemployment Insurance Decisions*

Were They Supervisors or Employees?

Alabama.—Efforts were being made to organize the employees and form a union. Two claimants, with identical duties, discussed the nature of their job with an international union representative, were informed that they were eligible for union membership, and they applied. Then they were notified by the general manager that the company considered them to be supervisors. They were told in direct and positive language that their continued employment depended on the condition that they promise to drop their union activity and disassociate themselves entirely from the union movement. A decision was to be made "then and there and on the spot." They refused to make such a promise and were immediately discharged.

The claimants' work was in the employer's warehouse where two crews, of five or six persons each, gathered up the merchandise ordered by customers. The primary duty of the claimants was to check the merchandise being loaded out for delivery. The testimony was in conflict as to whether they had any authority over their fellow employees. The claimants denied any such authority and explained that general supervision over the warehouse was exercised by a warehouse foreman and assistant fore-

**Prepared in Division of Determinations and Hearings, Office of State Operations, Unemployment Insurance Service, Bureau of Employment Security.*

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man; they themselves did not exercise any supervisory authority over other crewmembers and had not been told they could do so. The employer admitted that the claimants were hourly rated employees and were paid for overtime work at overtime rates and they had not previously been informed that they were supervisors.

The appeals referee found that the claimants were "employees" as opposed to "supervisors," and held that they were not discharged for misconduct connected with their work, since the right of union organization among nonsupervisory employees is well established. (Decision No. 2175–AT–65, affirmed by Board of Appeals Decision No. 781, July 25, 1966.)

The Courteous Screamer

New Jersey.—When a sewing machine operator was told by her employer that some of her work was being returned as rejected, she protested that the rejected work was not hers. Her employer then began to scream at her so loudly that the entire shop stopped to watch and listen. Finally, the claimant got up and left her machine. She was told that if she left she was through. She returned a few minutes later to get some personal belongings that remained at her machine and then went home. The claimant conceded that the employer's screaming was not unusual, that he talked that way to everyone. The appeals examiner held that the claimant left her work voluntarily without good cause attributable to such work.

"While it is true," said the appeals examiner, "that all employees are entitled to courtesy from the employer, in this case the employer's screaming did not reflect any discourtesy of disrespect. His screaming was his way of addressing his employees and he must have, during the claimant's long span of employment, addressed her in this manner on previous occasions. The claimant has indicated by her testimony that she was not too disturbed by the employer's conduct since she would have remained if asked to by the employer when she returned to her machine for her personal effects." (Appeal Tribunal Decision No. AT–66–10581, affirmed by Board of Review Decision No. BR–64343–C, Oct. 19, 1966.)

No One Likes You

New Jersey.—A manufacturing plant superintendent quit his job of 27 years because he was scolded by his employer in a loud voice. The scolding was heard in various parts of the plant. The claimant was told, among other things, that "no one likes you." His employer followed the claimant to the latter's office, continuing to make personal criticisms. The appeals examiner, in granting benefits, said, "While an employee is required to follow his employer's instructions and must normally expect to undergo some criticisms and corrections by his employer, he is nevertheless entitled to the maintenance of his dignity and is not required to undergo public humiliation. This applies particularly to a person in an executive position who must maintain his prestige and authority over a number of subordinates. The scolding administered by the employer constituted a reduction of the claimant's authority and made his position as an executive untenable." His leaving was held to be with good cause attributable to his work. (Appeal Tribunal Decision No. AT–66–3776, affirmed by Board of Review Decision No. BR–63420–E, June 1, 1966.)

Snowman

Pennsylvania.—The claimant was employed, on a call basis, to operate a snow gun in the manufacture of snow on ski runs. He worked only when the temperature was below 20°, and had worked when it was as low as 7° below zero. The nature of his work necessarily caused him to become encrusted with spray from his equipment. On his last 4 working days he had been assigned to work alone in the middle of a ski run. He asked the superintendent to rotate his assignment with other locations, at the top and bottom of the run, where heated buildings were available. On each of those locations, two men were assigned so they could relieve each other and could get warm or eat their lunch. The other eight men operating snow guns were located at those locations. When he was again assigned to work alone on the middle of the ski run, he left his employment. The Board of Review held that the claimant's working conditions were sufficiently abnormal to constitute cause of a necessitous and compelling nature for leaving his work, and he should not be disqualified. (Appeal No. B–66–4–B–2, Nov. 1, 1966.)

Pass the Baking Pan, Please!

Texas.—The claimant was headwaiter at a military installation. The Federal employer reported the reason for the claimant's separation as "difference of opinion in the management philosophy of the overall operation of the . . . Officers' Open Mess." The club officer testified that when he took over the duty of club officer, the claimant was already working as headwaiter and continuously displayed a negative attitude toward procedures that the officer wanted to put into effect. In handling private parties at the club, the claimant had his own way of doing things; for example, he had been accustomed to carrying the food out by plates. He was told by both the club officer and the chief steward to bring it out on trays. He would comply for a short period and then return to his old manner of serving. On one occasion, when the club had just purchased some brand new serving trays, the claimant brought out the food on a baking pan. The claimant's testimony was to the effect that he thought his own method was faster and more efficient. Nevertheless, the appeals referee held that his failure to comply with his supervisor's instructions with respect to the performance of his work constituted misconduct connected with his work, and his discharge was under disqualifying conditions. (Appeal No. UCFE 2247–F–66, Aug. 5, 1966.)

Trends in the Economy*

October and November 1966

October

THE NATION'S ECONOMY continued to show strength in October, although in some sectors weaknesses developed. Upside features during the month included industrial production and retail sales which both rose to record highs. Personal income continued to climb, while prices for the first time in 2 years moved lower, indicating a gain in real income. However, in the auto industry, sales of 1967 models were not so high as had been expected, and as a result production schedules were cut back. In addition, the housing industry continued to be depressed, and housing starts fell to their lowest levels since World War II. New orders for durable goods dropped sharply below their September record. Employment during the month (seasonally adjusted) was unchanged. The unemployment rate edged up to 3.9 percent from September's 3.8 percent.

Gross national product for the third quarter was revised from $746 billion to $744.6 billion (annual rate seasonally adjusted). The over-the-quarter increase came to $12.3 billion, compared with a gain of $11.1 billion in the second quarter and $16.8 billion in the first quarter.

Most of the revision occurred in the inventory accumulation sector, in which the rate was reduced to $9.9 billion, well below the $10.8 billion previously announced. During the second quarter, inventory accumulation expanded by $12.3 billion. Another significant revision took place in the trade suprplus area, where the rate moved down to $4.2 billion from the original $4.5 billion. A year ago the surplus was at a $7.1 billion rate.

During the quarter, 0.9 percent of the 1.7 percent over-the-quarter rise was accounted for by increases in real product; and 0.8 percent, by price increases. This showed considerable improvement over the second quarter when prices rose by 1.0 percent and real output by only 0.5 percent.

Corporate profits (before taxes) declined by $700 million in the third quarter, dropping to an annual rate of $82.1 billion. Virtually all of the reduction (the first substantial one since early 1963) took place in the auto industry. Net corporate income moved down to an annual rate of $48.3 billion from the second quarter's $48.7 billion. The rate of dividend payments nevertheless held steady over the quarter at $21.1 billion. All of the above sectors were considerably higher than a year ago.

The *index of industrial production* in October rose to a seasonally adjusted record of 158.6 percent (1957–59=100). This was 0.5 percent above the September figure, but it was only about half the average monthly gain recorded earlier this year. Output in September had showed a 0.1 percent drop, the first decline in a year.

The manufacturing index rose by one-half point over the month to 160.8 percent. Output of durable goods, led by a sharp October advance in the auto sector (up from 148.6 to 178 percent), rose by 1 full point; while the measure of nondurable goods production was virtually unchanged at 151.3 percent. Some 832,320 new cars were produced in October (the first full month of 1967 model auto production), which was 190,000 more than in September but 2 percent under the October 1965 volume. The iron and steel index fell to 136 percent (seasonally adjusted). This was a 3-point decline, the third consecutive monthly drop. The number of tons produced in October, at 11.5 million, was less than expected for this time of year. However, steel output since July has held at a high level—11.1 million tons in August, and 11.3 in September.

Prepared in the Office of Program Reports and Research, Administration and Management Service, Bureau of Employment Security.

In the other major industrial sectors, mining[4] output rose from 121.3 percent to 121.7 percent, while the utilities sector, at 179.0 percent, was unchanged.

Compared with a year earlier, the overall index was up by about 13 points, with all major groupings showing notable gains. The largest increase was in durable goods manufacturing, which was up by almost 18 points. Within the hard goods area, primary metals moved up by 18 points, machinery showed a 23-point rise, and aircraft was a phenomenal 40 points higher than in the previous year. Auto output, at 177 percent, was unchanged from a year earlier. Nondurable goods manufacturing was about 9 points higher, with the largest gain in chemicals—some 16 points.

New factory orders for durable goods in October dropped to $24.1 billion (seasonally adjusted), which was 4.6 percent under the record September volume of $25.2 billion. Declines in orders were widespread over the month, and most of the major categories showed reduced volumes. Orders in the machinery and equipment area were off by $100 million to $4.8 billion, reflecting in part the effects of the suspension of the 7-percent investment tax credit. Primary metals orders dropped by $200 million to $3.8 billion. Bookings in transportation equipment, at $6.9 billion, showed a $600 million decline, and the reduction in this sector was partly due to an easing of new orders for aircraft. This factor was also largely responsible for the $1.5 billion over-the-month drop in defense goods orders. In this composite sector (which includes communications, ordnance, and aerospace equipment), the volume in October fell to $3.2 billion. In the previous month, new orders had risen by $1.5 billion.

After showing very little change for about 6 months, *factory shipments of durable goods* rose by almost 3 percent in October to a seasonally adjusted volume of $23.5 billion. Shipments of transportation equipment rose by $600 million to $6.4 billion, while machinery shipments declined by $100 million to $3.8 billion.

Since the volume of new orders exceeded that of shipments, the *backlog of durable goods orders* showed a further rise. However, the increase of 0.8 percent was considerably less than the 3.2 percent recorded in September. The backlog increased to $76.3 billion (seasonally adjusted). The transportation equipment backlog rose by $400 million; and the machinery backlog, by $100 million. Unfilled orders for primary metals eased by $100 million.

Business spending for new plant and equipment in 1967 is scheduled at $64 billion, according to the most recent survey by McGraw-Hill, Inc. This volume compares with 1966 expenditures of some $60.9 billion and 1965 outlays of $52.0 billion. (However, in recent years the forecasted levels have been considerably below the actual volumes.)

Nevertheless, a slowing down in capital outlays is expected, as the gains in 1965 of 15 percent and in 1966 of 17 percent were markedly high. Moreover, the effects of the suspension of the 7-percent tax credit for machinery and of fast writeoffs for commercial and industrial buildings will be increasingly felt as 1967 progresses. As a result, the overall increase in 1967 is forecast at 5 percent. The following table shows actual 1965, estimated 1966, and assumed 1967 spending in the major industrial categories.

Category	Actual 1965	Estimated 1966	Projected 1967
	(Billions of dollars)		
All business	$51.96	$60.86	$63.82
Manufacturing	22.45	27.08	28.58
Durable goods	11.40	13.97	14.97
Nondurable goods	11.05	13.11	13.61
Airlines	1.13	1.72	2.34
Utilities	6.94	8.16	8.98
Mining	1.30	1.46	1.42
Railroads	1.73	1.96	1.69

Source: McGraw-Hill's Survey of Capital Spending, *Business Week*, Nov. 12, 1966, p. 46.

Personal income rose again in October, reaching a record seasonally adjusted annual rate of $594.6 billion. The over-the-month gain of $4.6 billion from the September rate matched the rise of that month and was about equal to the average 1966 increase. During the month, wage and salary income rose by $2.6 billion to $402.1 billion. Again, this was about equal to the January–September average monthly advance. September gains in wages occurred in most sectors. The factory payroll category had a $1.1 billion rise, with increased employment and higher hourly earnings contributing to the upward movement. Payrolls in government, trade, and services also gained. But those in the construction industry, reflecting the residential slump, were slightly off.

Transfer payments, mainly because of medicare payments, again rose sharply, by $1.4 billion to a rate of $47.4 billion. Farm income declined. Personal interest income showed a sharp advance.

For the first 10 months of 1966, personal income was at an annual rate of $576.5 billion, or 8.5 percent above the comparable period in 1965. Payrolls, at $389.5 billion, averaged almost 10 percent higher.

Retail sales in October were at a record volume of $25.7 billion. This was some $11 million (seasonally adjusted) above September, and 6 percent above the volume of October 1965. Sales of durable goods during the month (chiefly as a result of lower auto sales and declines in the furniture and appliances area) moved down by 3 percent to $8.1 billion. Auto sales totaled 793,700 units, or some 6 percent under a year ago. Sales in the nondurable goods area, at $17.6 billion, were up by 1 percent. The gain in the soft goods sector was widespread, with most component areas showing higher volumes. The increased sales volume was especially marked in food, apparel, and at gasoline stations. Compared with October 1965, durable goods sales were up by 3 percent; and nondurables, by 8 percent.

According to the quarterly census survey, *consumer buying plans* in October indicated a further easing in the purchase of automobiles and a slackening in purchase plans for household durables. Plans for home buying were also down. Only 4.8 percent of the households surveyed in October were planning to buy new cars in the coming 6 months, the lowest October percentage since 1963. Intentions to purchase major household durable goods within the next 6 months were expressed by about 22 percent, the lowest since July of last year. Housing purchases in the next year were contemplated by only 4.5 percent, the lowest percentage in any survey of the past 5 years.

Construction outlays declined in October for the seventh consecutive month. Spending during the month dropped to $71.8 billion (seasonally adjusted annual rate) from September's $72.5 billion. The current rate is about equal to the October 1965 pace; however, after adjustment for price increase, the volume is some 5 percent under that of last year. Spending has been moving lower since March, when a record of $79.5 billion was set.

The home-construction industry continues to be the weakest spot in the national economy and shows very few signs of an early upturn. The downtrend in housing intensified in October, as *housing starts* dropped to their lowest point since World War II. The annual rate in October, at 858,000 units (some 21 percent under the September pace), was below the 1-million mark for the first time since November 1946. Starts were off in all sections of the Nation during the month, with the steepest falloff recorded in the North East.

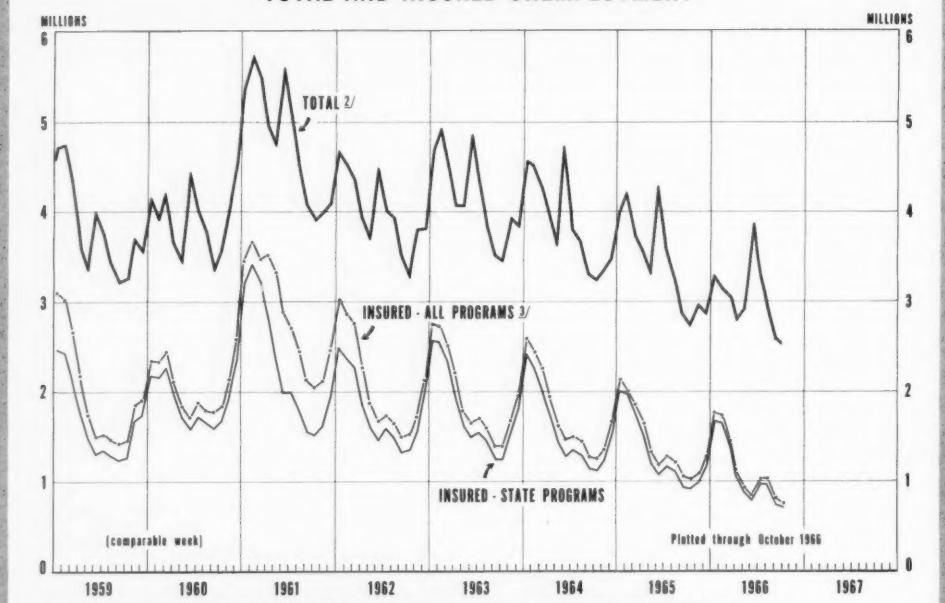
The October picture on building permits was also bleak. Only 719,000 permits (seasonally adjusted annual rate), a new low, were issued during the month, 1.9 percent under the September pace and 42 percent under the rate of a year ago. Nationally, permits for single-family homes were issued at a rate of 449,000 units, compared with the 450,000 rate of the previous month. In the two- to four-family group, the pace held steady at 44,000; but in the five or more family category, the rate moved to 226,000 from 239,000 in September. All categories were well below their year-earlier figures.

The *wholesale price index* in October recorded the first reduction in 2 years, dropping by 0.6 percent to 106.2 percent (1957–59=100). All of the over-the-month drop occurred in the farm products sector, where prices eased off by some 4 percent. The largest declines in this category were recorded in eggs (10 percent), fresh and dried fruits and vegetables (11 percent), and grains (5 percent). Prices in the industrial sector, at 105.2 percent, held at the same level of the previous 3 months. Compared with a year earlier, the overall index was some 3 percent higher.

Employment Developments

Total civilian employment in October rose by 500,000 to 74.7 million, with nearly all the gain in the nonfarm sector. Most of this increase was among adult women; employment of adult men has been steady since the end of last year; and teenage employment has fallen back to spring levels, after a strong gain during the summer months. Agricultural employment, at 4.3 million, was down 650,000 from the previous October.

Compared with October a year earlier, total employment advanced by 1.5 million, reflecting a 2.2 million pickup in nonagricultural jobs and a drop of 650,000 in farm jobs. (This decline represented a continuation of the long-term downtrend.) Employment among adult women was up by 1,041,000; among adult men, by 295,000; and among teenagers, by 198,000.



1/ Total unemployment includes Alaska and Hawaii beginning January 1960. Insured unemployment includes Alaska and Hawaii beginning July 1959, Puerto Rico beginning January 1961, and Puerto Rican sugar workers beginning July 1963.
2/ Source: Bureau of the Census and Bureau of Labor Statistics. Data revised for past periods to conform to definitions effective January 1957.
3/ Includes State, Veterans', Ex-servicemen's, Federal Civilian Employees', and Railroad Programs. Also includes Federal and State programs for temporary extension of benefits beginning June 1958.

Nonagricultural payroll employment (seasonally adjusted) increased by 192,000 in October, bringing the level up to 64.4 million. Manufacturing employment, following a slight drop in September, moved up; and the increase was divided about equally between the durable and nondurable goods industries. In the durables group, primary metals, machinery, and electrical equipment showed the largest gains; in nondurables, the heaviest increase was in apparel—some 14,000.

Employment in trade was about 69,000 higher than in the previous month. In services, a gain of 52,000 was posted. Government employment advanced by 31,000, with all of the increase in the State and local sectors.

The construction industry (where employment has been dropping steadily for several months) was down again in October. The "tight money" situation was a primary factor; homebuilders have been finding it difficult to obtain construction loans. Moreover, they are also finding it difficult to get banks, savings and loan associations, and insurance companies to agree to extend low down-payment mortgages on a long-term basis to prospective home buyers.

Compared with a year earlier, nonagricultural payroll employment was up by 2.9 million, with manufacturing showing a rise of 1 million (about three-fourths of which was in durable goods industries). Government increased by 750,000. Trade and services each had a gain of about half a million.

Although the *average workweek* in manufacturing (seasonally adjusted) edged down by 0.2 hour to 41.3 hours in October, the number of hours worked was at a postwar record for the month. Factory production workers' *average hourly earnings* rose by 1 cent to $2.75 in October, resulting in *average weekly earnings* of $113.85—a new high. Over the year, hourly earnings were up by 11 cents; weekly earnings, by $4.82.

Unemployment

Total unemployment (seasonally adjusted), at about 3.0 million in October, was not much changed from the levels of the past 6 months. The rate edged up to 3.9 percent from September's 3.8 percent; a year ago, however, the rate was 4.3 percent and the volume was 3.3 million.

Within the major population sectors, the October jobless rates were little changed from the previous month. The rates for adult men (2.4 percent), adult women (4.0 percent), and teenagers (11.9 percent) compared with the October 1965 rates of 2.9 percent, 4.2 percent, and 13.2 percent, respectively.

The jobless rate for whites was 3.4 percent; for nonwhites, 7.6 percent. A year ago the rates were 3.9 and 7.9 percent, respectively.

Insured unemployment under the State programs edged down by 2,750 in October to an average weekly volume of 752,500. This was 180,500 under the average a year ago and was the lowest weekly average for any month since November 1952. Although the October average is usually the lowest for any month of the year, the decline since the first of this year has been quite marked. As a rule, over this 10-month period, insured joblessness drops by about 46 percent. This year, the reduction has approximated 54 percent. The September–October reduction, however, was nominal; the adjusted level of insured unemployment showed little change from the preceding month, remaining close to 1 million.

The national rate of insured joblessness (unadjusted) was 1.6 percent. This was unchanged from the previous month but below the 2.0 rate in October of last year. The September-October rate was the lowest for any month since 1945.

Some 30 States and the District of Columbia posted rates below the national average. The States with the lowest rates (0.5 percent or less) were Iowa, Minnesota, South Dakota, and Virginia. The highest rate during the month (6.5 percent) was recorded in Puerto Rico, followed by Alaska with 4.8 percent, and Nevada with 4.0 percent.

November

During November, economic developments continued to be mixed and showed some slackening in the expansion rate. Lack of vigor in the automobile industry was largely responsible for this month's decline in industrial production and in retail sales. Further, new factory orders for durable goods dropped for the second consecutive month, bringing about the first decline in 3 years in the order backlog. Among the strong trends noted during the month were the continued expansion in personal income and a further reduction in the wholesale prices. Also housing starts and building permits, although they still lagged well below their year-earlier pace, showed improvements for the first time in several months. Both employment and unemployment developments were favorable. Total civilian employment rose sharply during the month, even though a decline is normal for this time of year. A better than seasonal rise in employment for adult women and teenagers reduced the jobless rates for such workers to 1966 lows. The rate of insured joblessness for the Nation was at its lowest November point since World War II.

Industrial production edged down slightly by 0.5 point to an index of 158.3 percent (seasonally adjusted) of the 1957–59 base period. Nevertheless, it was 7.9 percent higher than in November 1965, with significant gains shown in most industries. In the durable goods sector, over-the-year output of metals was up 13 percent; of instruments, 14 percent; and of aircraft, 25 percent. The automobile index, however, was down by 5 percent from last year. The largest rise in nondurables was the 8-percent increase registered in chemicals.

The automobile and steel industries were largely responsible for the decline in output between October and November. Automobile assemblies, which normally rise sharply between these months, were little changed; 833,450 units were produced. The decline in steel output, in part associated with weakness in the automobile industry, resulted in the lowest production total since July 1966.

Also, mining output eased slightly during November, while utilities production remained unchanged.

New factory orders for durable goods declined by 3.1 percent, largely because of a falling off in new orders for defense goods, particulary aircraft. Declines were also reported in new orders for machinery and equipment and for primary metals.

Factory shipments of durable goods, however, rose to a record volume of $23.5 billion, despite a decline in shipments of machinery which was offset by increases in fabricated metals and transportation equipment.

Because the November volume of shipments surpassed the ordering pace, the *backlog of durable goods* declined during the month, marking the first reduction in that sector in 3 years. The backlog totaled $76.1 billion, just a shade below October but sharply higher than in November 1965.

Personal income continued to expand, but the over-the-month increase was the smallest monthly rise since last July. The key payroll sector showed an increase of $0.5 billion, compared with the October rise of $1 billion. Within the factory sector, food, paper, fabricated metals, and machinery were major upside features, while payrolls in the primary metals and apparel industries had declines. Again, payrolls in government, trade, and services gained. Transfer payments continued to increase, with medicare payments now at the annual rate of $3 billion.

In the other major groupings, farm income again edged lower. Personal interest income rose, reflecting the high rates of return. Dividend income held steady.

Retail sales declined from last month's record volume, chiefly as a result of the continued slowdown in auto purchases. The overall volume totaled $25.4 billion, or 1 percent under October. New car sales totaled 745,700 units—some 7 percent below a year ago. Sales of all durable goods fell by 3 percent from the preceding month, and were 1 percent under last year. The nondurable sales volume edged up fractionally to $17.4 billion, and was 5 percent above a year ago.

Construction spending again moved lower, with physical volume dropping to its lowest point since early 1963. The spending pace slowed during the month to a seasonally adjusted rate of $69.9 billion—the lowest figure since January 1965. Spending has been generally declining since the record figure of $79.5 billion was reached in March of this year. After adjustment for price increases, the volume of spending was 9 percent below this time last year.

After several months of steep decline, *housing starts* picked up sharply, rising by about one-fifth over the month to an annual rate of 1 million units. As mentioned earlier, the pace had slumped in October to its lowest rate in the postwar period. However, despite this upswing, starts yet remained well under the year-ago figure. The advance showed most clearly in the North East region, where the rate rose from 116,000 to 199,000. Starts also moved up in the South and the West, but were lower in the North Central area. (Month-to-month changes in this series often are of large magnitude because they are presented as seasonally adjusted annual rates.)

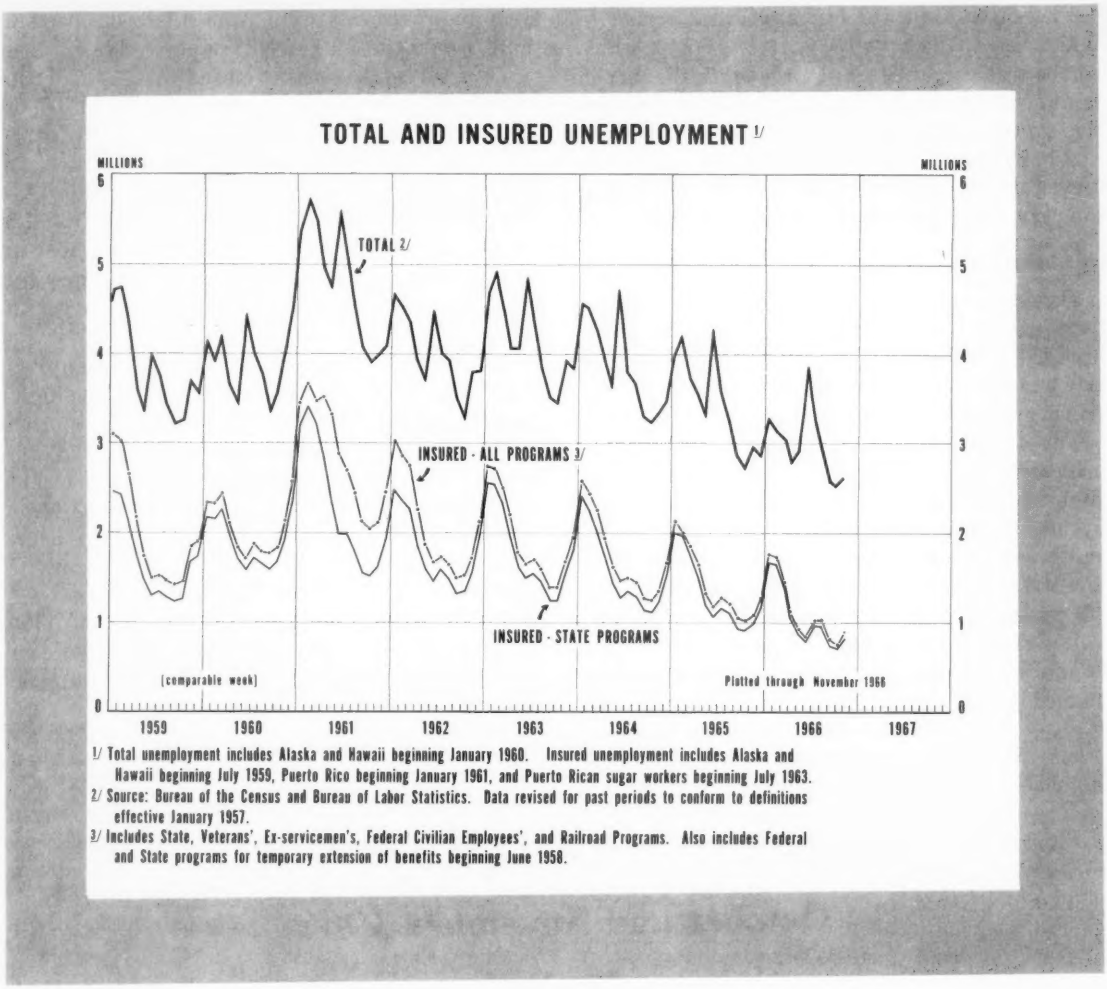
Building permits also rose. They were issued at an annual rate of 716,600, or 0.4 percent above the previous month's figure. The current permit pace, nevertheless, was only about half the rate of November 1965. The over-the-month rise was entirely centered in the North East, and small declines were noted in three other regions.

Wholesale prices declined for the second consecutive month, falling in November to 105.9 percent (of the base) from October's 106.2 percent. (The October decline had marked the first reduction in this series in 2 years.) This latest reduction was broadly based, with sharp drops occurring in the farm products and food areas.

Retail prices, however, continued to rise, moving up over the month to a record 114.6 percent of the base. The November rise of 0.1 point was, nevertheless, the smallest for any month since last May. During the month, food prices again moved lower, but costs of medical and household services, apparel, and autos were higher. Compared with a year ago, retail prices were up by 3.6 percent.

Employment Developments

Although a sharp drop in the number of jobholders usually occurs at this time of year, *total*


TOTAL AND INSURED UNEMPLOYMENT 1/
MILLIONS
MILLIONS
6
5
4
3
2
1
0
TOTAL 2/
INSURED - ALL PROGRAMS 3/
INSURED - STATE PROGRAMS
(comparable week)
Plotted through November 1966
1959
1960
1961
1962
1963
1964
1965
1966
1967
1/ Total unemployment includes Alaska and Hawaii beginning January 1960. Insured unemployment includes Alaska and Hawaii beginning July 1959, Puerto Rico beginning January 1961, and Puerto Rican sugar workers beginning July 1963.
2/ Source: Bureau of the Census and Bureau of Labor Statistics. Data revised for past periods to conform to definitions effective January 1957.
3/ Includes State, Veterans', Ex-servicemen's, Federal Civilian Employees', and Railroad Programs. Also includes Federal and State programs for temporary extension of benefits beginning June 1958.

civilian employment in November rose by nearly 300,000 to 75 million. All of the gain was in the nonfarm sector, among women and teenagers. Agricultural employment declined over the month by 300,000 to 4.0 million—150,000 below November 1965. Compared with a year earlier, total civilian employment advanced by 2.2 million. Among adult men it was up by 343,000; among women, by 1,373,000; and among teenagers, by 453,000.

Between October and November *payroll employment* rose by nearly 375,000 (seasonally adjusted) to 64.7 million, with most of the pickup concentrated in manufacturing, services, and State and local government.

Within manufacturing, slightly more than half the increase took place in the nondurable goods sector, where food and kindred products showed the heaviest gain—26,000. In the durables, the largest increase was in fabricated metal products—13,000.

Employment in trade was about 24,000 higher than in October, and in public utilities a gain of 17,000 was posted.

On the other hand, construction employment showed a small decline for the fifth consecutive month. As a result of the homebuilding weakness, employment for the first time this year was below that of a year earlier.

Compared with last November, payroll employment was up by 2.9 million, and all sectors except mining and construction contributed to the gain.

The *average workweek* in manufacturing (seasonally adjusted), at 41.3 hours, was unchanged from October; but it was down from the Septem-

ber level and from the highs recorded earlier in 1966. Seasonally adjusted *overtime hours*, which had been at a record high of 4.1 hours in the spring, averaged 3.7 hours in November. Factory production workers *average hourly earnings* rose by 1 cent to $2.76 in November. As a result, their *average weekly earnings* amounted to $113.99. Over the year, weekly earnings were up by $4.28.

Unemployment

Total unemployment showed only about half the usual seasonal increase; as a result, the jobless rate declined from 3.9 to 3.7 percent. The November rate was the same as the low rates in February and April, and was the lowest for the month since 1953.

The 2.4-percent jobless rate for adult men was unchanged from the previous 2 months and only slightly different from those rates recorded earlier in 1966. The jobless rates for women (3.5 percent) and teenagers (11.0 percent) were both at their lowest 1966 levels. A year earlier, the rates were 2.8 percent for men, 4.3 percent for women, and 12.3 percent for teenagers.

The jobless rates for whites and nonwhites remained almost unchanged. However, over-the-year improvements were from 3.7 to 3.2 percent and from 8.1 to 7.4 percent, respectively.

Insured unemployment moved up seasonally in November; the weekly average rose by 150,700, or 20 percent, to 903,200. Despite this sharp over-the-month rise, the current volume represented the lowest average for November since 1955. Although the rate of insured joblessness rose from 1.6 to 1.9 percent, it was the lowest for November in the postwar period. The rate was 2.3 percent a year ago, 5.1 percent in 1960, and 6.2 percent in 1949.

Twenty-three States had insured unemployment rates above the national average. The highest rate, as usual for this time of year, was reported in Alaska (9.8 percent). Puerto Rico had a 7.0-percent rate, followed by Nevada (4.9 percent) and California (4.1 percent). Two other large industrial States had rates above the national average—New York (2.5 percent) and Massachusetts (2.7 percent). Of those States whose rates were below the national average, Virginia had the lowest (0.5 percent). Rates were less than 1 percent in the District of Columbia, Illinois, Indiana, Iowa, New Hampshire, and Ohio.

Insured Unemployment*

October and November 1966

October

FOLLOWING THE USUAL pattern for this time of year, insured unemployment under State programs showed little change between September and October, edging down by 2,600 to a weekly average of 759,500. This was 19 percent below the volume a year earlier and the lowest figure for any month since November 1952, when the average was 691,000. Seasonal hiring in the apparel and leather industries and additional employment in trade and services offset the usual fall cutback in outdoor work. On a seasonally adjusted basis, the level of insured unemployment remained unchanged at 1.0 million; a year earlier the level was 1.2 million.

Insured unemployment under the unemployment compensation program for Federal workers (UCFE) moved up during October to a weekly average of 16,100—about 200 above the preceding month but 3,800 below the number a year earlier. The number of jobless ex-servicemen covered by the UCX program declined by 800 in October to 13,900. Compared with a year ago, the volume was down by 42 percent.

The rate of State insured unemployment (not seasonally adjusted) for the Nation as a whole remained at 1.6 percent for the second month—the lowest rate in the post World War II period. A year ago the rate was 2.0 percent. October rates

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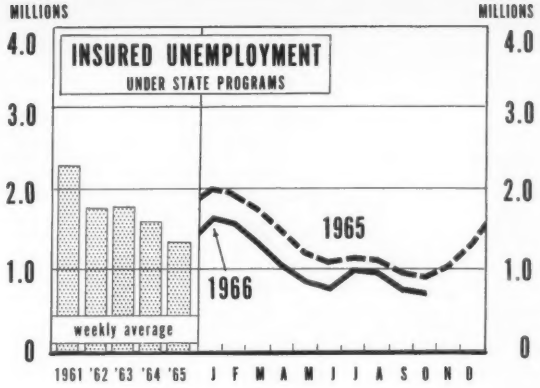
were higher than the national average in 19 States, including the large industrial States of California, Massachusetts, New Jersey, and New York. Puerto Rico had the highest rate (6.5); and Alaska was second (4.8), followed by Nevada (4.0), California (3.2), and Hawaii (2.6). Rates of less than 1.0 percent were posted in 15 States and the District of Columbia, with the lowest reported by Virginia (0.4).

Only Small Changes in States

Insured unemployment changes in the States were relatively small. In the District of Columbia, Puerto Rico, and the 16 States in which over-the-month declines occurred, only 7 showed reductions of as much as 1,000—New York (4,900), Michigan (4,200), Florida (3,900), Puerto Rico (2,000), Georgia (1,600), Pennsylvania (1,400), and Massachusetts (1,000). Of the States with over-the-month rises, California posted the largest increase—3,600. In four other States—Missouri, Oregon, Tennessee, and Washington—increases were in the 1,100 to 1,500 range.

New York's decline mainly reflected the seasonal pickup in the apparel and leather industries and increased hiring of textile workers, while Michigan's drop was attributable to the return to "full schedule" following completion of model changeovers. The reduction in Florida resulted from the seasonal pickup in food processing, especially in the citrus industry. On the other hand, California's rise—the largest in the Nation—was attributed to increased joblessness in nonmanufacturing, chiefly in construction, trade, and the insurance–real estate–finance category.

Compared to October 1965, insured joblessness was down by 180,300, with declines occurring in all but nine States. The largest reductions were reported by New York (31,200), California (23,000), and Pennsylvania (21,000); three additional States posted decreases which exceeded 9,000—Illinois, Ohio, and Texas.



In *New York*, the drop in unemployment was about evenly distributed between the manufacturing and nonmanufacturing industries, with sizable declines occurring in the printing and publishing, leather, fabricated metals, and electrical equipment industries and in trade and services.

Despite a substantial rise in unemployment among its construction workers, *California* posted the second largest over-the-year decline in joblessness. Greater activity in the food processing, apparel, and electrical equipment industries and in trade and services accounted for the bulk of the drop.

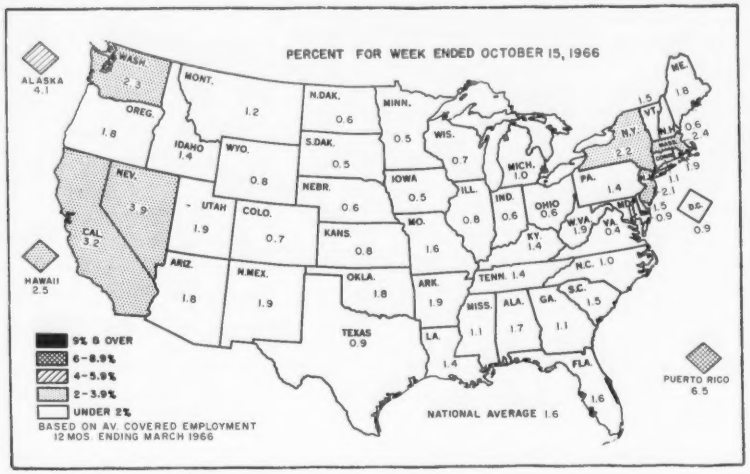
The sharp reduction in unemployment among *Pennsylvania's* manufacturing workers reflects in large measure the decline in joblessness among primary metals workers, compared to the high jobless level of October 1965, when this industry was experiencing a falloff in demand as steel users worked off their strike-hedge inventories following labor negotiations.

Week ended—	Initial claims [1]		Insured unemployment [1]	
	1966	1965	1966	1965
September 3	145, 400	181, 500	800, 300	1, 065, 500
September 10	135, 200	162, 800	772, 500	1, 047, 100
September 17	154, 900	176, 700	755, 700	961, 700
September 24	144, 000	171, 500	743, 100	930, 300
October 1	144, 400	177, 200	725, 800	922, 100
October 8	177, 400	200, 400	730, 600	920, 400
October 15	152, 800	178, 300	752, 100	939, 300
October 22	165, 400	192, 700	754, 200	938, 300
October 29	164, 800	187, 800	767, 100	935, 400
Weekly averages				
September	144, 700	173, 100	755, 100	980, 900
October	166, 300	189, 200	752, 500	932, 800

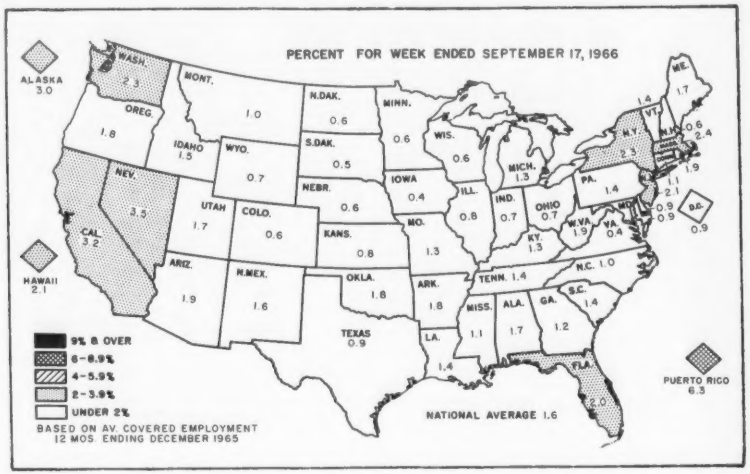
[1] Refers to State programs.

STATE INSURED UNEMPLOYMENT AS PERCENT OF AVERAGE COVERED EMPLOYMENT

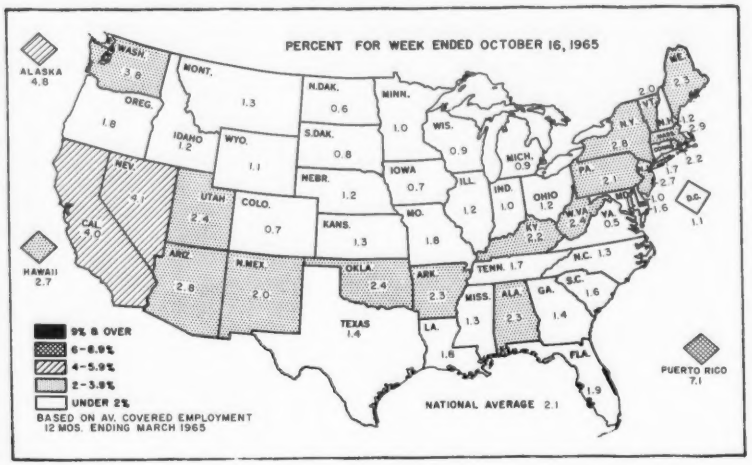
LATEST MONTH



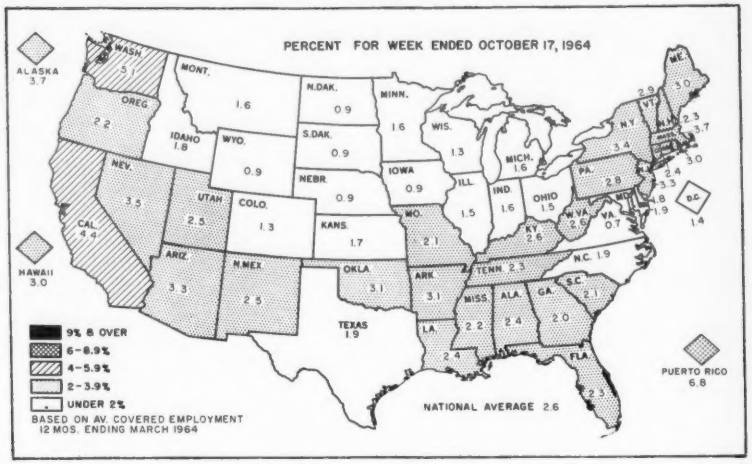
PREVIOUS MONTH



ONE YEAR AGO



TWO YEARS AGO



Activity[1]	Number or amount October 1966	Percent change from— September 1966	Percent change from— October 1965	January—October cumulative (in thousands) 1966	January—October cumulative (in thousands) 1965
Initial claims [2]	708,600	+13.3	−10.4	8,380	9,757
Weeks claimed [2]	3,150,500	−6.5	−19.1	46,492	59,124
Insured unemployment (weekly average) [2]	752,500	−0.3	−19.3	1,076	1,369
Beneficiaries (weekly average)	589,500	−7.9	−20.9	916	1,175
Benefits paid [3]	$93,700,000	−12.1	−20.5	$1,499,251	$1,862,922
Claimant exhaustions	49,600	−0.7	−26.4	672	944

[1] Data relate to State programs only.
[2] Includes agent State claims taken by the Virgin Islands; also includes data under Puerto Rico sugarcane program.
[3] Monthly data represent gross amount; cumulative data represent net amounts.

In the States where insured joblessness was higher than a year ago, Michigan's rise of 3,700 was by far the largest. All other increases amounted to less than 900.

Exhaustions at 14-Year Low

During October some 657,000 persons dropped out of the State unemployment insurance programs. This was 103,000 fewer than in September and 122,800 below the number a year earlier.

Some 49,600, or 8 percent, of those who stopped filing in October had exhausted their benefit rights—400 less than in the prior month and 17,700 below the year-earlier figure. The total in October was the smallest for any month in the past 14 years. Among the 36 States reporting over-the-month reductions, the most sizable declines were in New Jersey (388), Illinois (380), New York (350), Massachusetts (245), Texas (205), and Kentucky (200). Only three increases amounted to as much as 200; these were rises of 1,397 in Puerto Rico, 706 in Florida, and 653 in Louisiana.

Compared with the totals of a year earlier, 44 States showed lower volumes, with reductions amounting to more than 1,000 in 6 of them—California (4,060), New York (2,200), Texas (1,335), Illinois (1,310), New Jersey (1,145), and Pennsylvania (1,100). A rise of 497 in Louisiana was the only increase of more than 100.

Total Benefits Lower

The amount of benefits under all regular unemployment insurance programs dropped in October by $13.9 million, or 12.1 percent, to $100.4 million; a year earlier, benefits totaled $128.2 million. Under State programs, benefit payments declined by $12.9 million to $93.7 million. This is the lowest benefits total for any month since late 1956. Under the railroad program, some $2.1 million was paid out, compared with $2.4 million in September and $3.6 million a year earlier. An aggregate of $4.6 million was issued under the two Federal programs (UCFE and UCX).

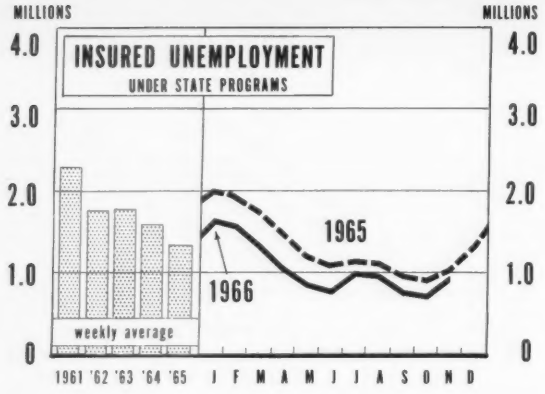
The weekly benefit check for totally unemployed workers averaged $39.84, compared with $39.68 in September and $37.32 a year earlier. The highest average benefit checks were paid in California ($50.04), Hawaii ($47.22), and Colorado ($45.11). Eight others (Michigan, Nevada, District of Columbia, Delaware, New York, Wisconsin, Connecticut, and Massachusetts) also had benefits of over $41. The lowest checks were issued in Puerto Rico ($16.58), Mississippi ($25.08), and West Virginia ($25.13).

Approximately 11.4 percent of all benefits in October were for partial unemployment. The average partial unemployment check was $22.31, compared with $22.50 in September and $22.17 a year earlier.

As usual, the proportions of partially unemployed claimants varied widely among the States—from highs of 36.4 percent in New Hampshire and 26.8 percent in Pennsylvania to lows of 3.6 percent in the District of Columbia and 2.9 percent in Puerto Rico.

November

During the month, the weekly volume of insured unemployment under State programs rose steadily, moving up from 778,200 during the first week of the month to 1,037,900 in the week ended December 3. Seasonal layoffs in construction and related industries contributed heavily to the rise, as did cutbacks in other outdoor activities and in food processing plants. Some new joblessness was also



reported in the primary metals and apparel industries.

Most States Show Rise

All but three States showed over-the-month increases in insured joblessness. California had the largest November rise—41,300 to 187,120—and the highest proportion of that increase stemmed from cutbacks in construction, food processing, and lumbering. New York had a rise of 19,200—bringing its average weekly volume to 132,800—largely due to cutbacks in construction as well as to more joblessness in the apparel and service industries. Construction layoffs also contributed to Pennsylvania's rise of 8,400 and Ohio's increase of 7,700, but part of the increase in these two States stemmed from less activity in the primary metals and services categories. Other States reporting increases of over 5,000 were Oregon (7,100) and Washington (6,200). Both of their rises reflected in part the effects of bad weather and heavy rains. Massachusetts and Michigan also showed increases—6,000 and 5,300, respectively.

Of the three States showing declines, Puerto Rico had by far the most substantial drop—9,750. This was due mainly to fewer claims from sugar workers and to a pickup in winter resort work. The latter was also partly responsible for Florida's reduction of 3,100. Delaware was the third State showing a decrease, although the reduction was nonimal.

Compared with November a year earlier, the average of insured joblessness was down by 139,100. All but 16 States had lower volumes. Insured unemployment in New York was down by 28,200; in Pennsylvania, by 21,600; in California, by 21,200; in Ohio, by 15,100; and in Illinois, by 9,400. Michigan had an over-the-year rise of 6,100 (the largest among the States by far), with virtually all of the rise occurring in construction and trade.

Total Benefits Rise

In November, $122.6 million was paid out to the insured jobless under all regular State unemployment insurance programs. This represented an over-the-month increase of $22 million but a $20 million decline from November 1965. Some $114.8 million was disbursed under State programs—the lowest November figure in 10 years. Under the two Federal programs (UCX and UCFE), payments amounted to $5.2 million; and under the Railroad program the total was $2.5 million.

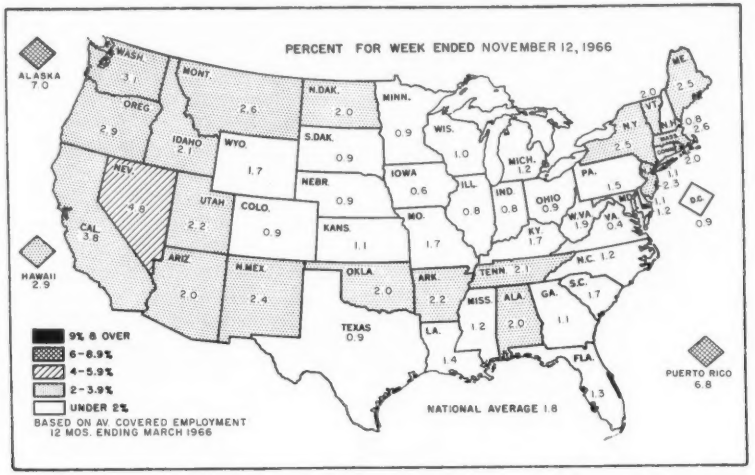
The average weekly benefit check for totally unemployed workers came to $40.57. This was the second highest average on record, surpassed only by the August 1966 figure of $40.65. A year ago the average was $38.08. The highest average weekly benefit amounts were paid in California ($50.46), Hawaii ($47.93), and Colorado ($46.41).

Week ended—	*Initial claims*[1] 1966	*Initial claims*[1] 1965	*Insured unemployment*[1] 1966	*Insured unemployment*[1] 1965
October 1	144, 400	177, 200	725, 800	922, 100
October 8	177, 400	200, 400	730, 600	920, 400
October 15	152, 800	178, 300	752, 100	939, 300
October 22	165, 400	192, 700	754, 200	938, 300
October 29	164, 800	187, 800	767, 100	935, 400
November 5	189, 800	205, 100	782, 200	935, 200
November 12	194, 300	196, 000	856, 500	1, 005, 100
November 19	216, 700	256, 700	880, 100	1, 036, 300
November 26	205, 600	228, 600	988, 900	1, 145, 300
December 3	243, 600	257, 300	1, 037, 900	1, 161, 100
Weekly averages				
October	166, 300	189, 200	752, 500	932, 800
November	207, 900	224, 900	903, 200	1, 042, 300

[1] Refers to State programs.

STATE INSURED UNEMPLOYMENT AS PERCENT OF AVERAGE COVERED EMPLOYMENT

LATEST MONTH



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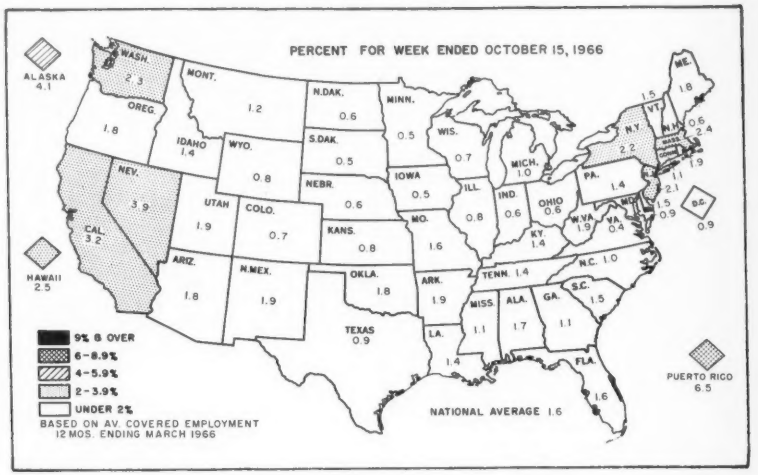
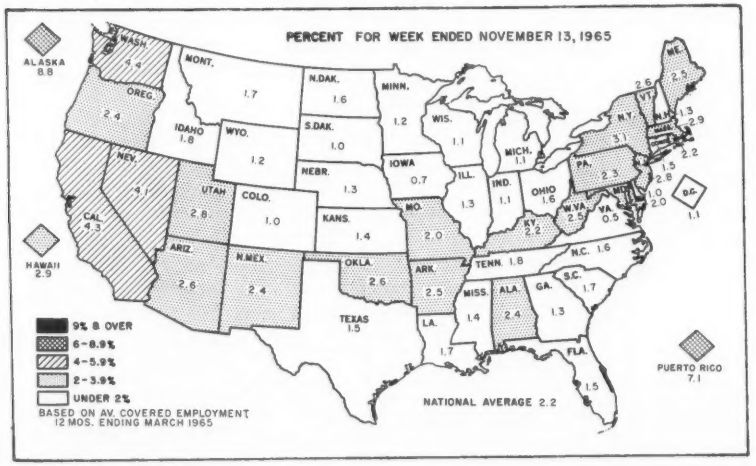
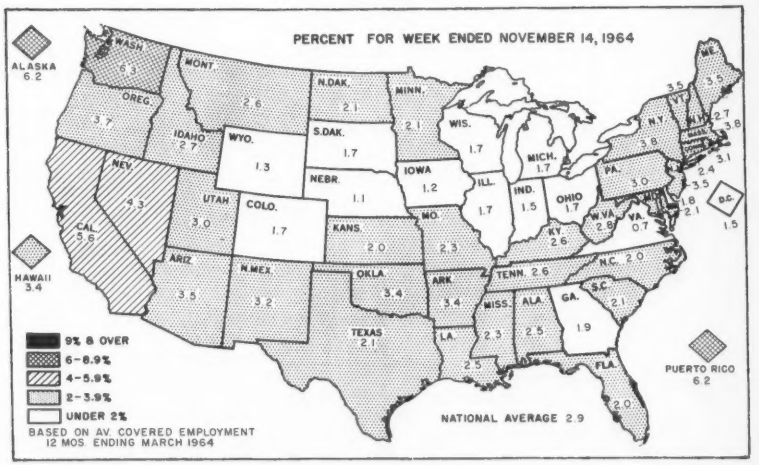


ONE YEAR AGO



TWO YEARS AGO



Activity [1]	Number or amount November 1966	Percent change from— October 1966	Percent change from— November 1965	January–November cumulative (in thousands) 1966	January–November cumulative (in thousands) 1965
Initial claims [2]	915, 200	+29. 2	−8. 9	9, 295	10, 762
Weeks claimed [2]	3, 768, 000	+19. 6	−14. 7	50, 260	63, 542
Insured unemployment (weekly average) [2]	903, 200	+20. 0	−13. 3	1, 051	1, 329
Beneficiaries (weekly average)	672, 800	+14. 1	−15. 3	894	1, 140
Benefits paid [3]	$114, 813, 600	+22. 5	−13. 1	1, 613, 314	1, 993, 768
Claimant exhaustions	51, 900	+4. 9	−20. 4	724	1, 010

[1] Data relate to State programs only.
[2] Includes agent State claims taken by the Virgin Islands; also includes data under Puerto Rico sugarcane program.
[3] Monthly data represent gross amount; cumulative data represent net amounts.

In 14 other States the average check was above $40.00. The lowest benefit checks were issued in Puerto Rico ($17.59) and West Virginia ($25.06).

Approximately 10 percent of all unemployment benefit checks were disbursed for partial unemployment, and the average payment was $22.94. Last year such benefits averaged $23.11.

During November, 51,000 claimants exhausted their benefit rights under the State programs, the lowest figure for the month since 1952. Total exhaustions were 65,200 in November 1965, 147,900 in November 1961, and 177,700 in November 1958.

NOTE.—A separate monthly report, *Unemployment Insurance Statistics*, provides more detailed data on unemployment insurance activities. Copies of *Unemployment Insurance Statistics* are available upon request to Unemployment Insurance Service, Bureau of Employment Security, U.S. Department of Labor, Washington, D.C., 20210.

Selected Unemployment Insurance Statistics, State Programs

October 1966

State	Initial claims received 1/ 2/	Weeks claimed 2/	Number of insured unemployed (weekly average) 3/	Number of beneficiaries (weekly average) 3/	Average weekly payments for total unemployment	Number of final payments 4/	Benefits paid 5/	12 months ending Oct. 1966 (in thousands) Benefits paid 6/	Collections and interest	Funds available October 1966 7/ (in thousands)
Total	8/708569	8/3150459	8/752507	589478	$39.84	*49555	$976,96815	$1,802696	$734,7525	$705767
Alabama	9861	45861	11059	8215	30.73	836	1040193	17005	31482	103682
Alaska	2261	7028	1961	1460	39.88	160	241500	6608	10373	10/118379
Arizona	5896	25319	5426	3908	37.18	327	600301	10257	17484	71698
Arkansas	6224	25905	6520	4433	29.73	415	537401	9893	17742	39540
California	138922	600098	145854	126094	50.04	9514	5814390	9/418029	561304	795391
Colorado	4001	10945	2797	1725	45.11	140	314696	9094	18178	70157
Connecticut	8137	37529	9069	7684	41.65	641	1302724	26282	64859	240950
Delaware	2483	7493	1816	1852	41.33	110	275198	5619	7469	25511
Dist. of Col.	1906	11481	2734	2550	42.83	195	455284	7519	11168	67950
Florida	12120	78282	18066	12847	27.73	2544	1574845	17433	41721	201275
Georgia	7727	39355	9641	6726	31.85	1025	846499	13363	42452	221474
Hawaii	2045	20281	4925	2777	47.22	200	705219	7149	11576	27624
Idaho	2128	8045	2031	1328	38.08	146	197130	5720	10440	35906
Illinois	19986	92623	22375	19145	40.40	1733	*1251103	72866	110392	571343
Indiana	8395	35248	7835	7067	34.48	871	1005711	21517	58540	217758
Iowa	2439	8806	2333	1560	38.04	140	231987	7490	15764	122635
Kansas	2980	12412	2818	2494	39.43	282	390914	9847	19206	74026
Kentucky	7209	29989	7272	4535	34.37	372	615043	15205	29429	135496
Louisiana	7690	39366	9047	7747	34.13	1527	1059990	19638	40598	146869
Maine	3827	16260	4110	2926	32.61	350	358197	6100	11023	39676
Maryland	9436	35173	7962	6436	39.02	349	988897	23059	55348	204965
Massachusetts	29796	152751	36528	31456	41.49	2466	4944896	87870	149156	281117
Michigan	29027	94609	22271	17254	43.36	1369	3060435	75444	192591	10/632925
Minnesota	5043	17496	4340	2933	31.53	300	378470	11/19797	39456	46060
Mississippi	3402	15005	3686	2647	25.04	292	270224	6139	17732	71994
Missouri	20632	66168	16290	10631	36.43	709	1399136	29076	54725	266531
Montana	1711	6054	1542	999	30.47	112	129852	5139	6385	20907
Nebraska	1621	6700	1642	1430	34.10	173	198816	6185	9629	44729
Nevada	4367	21071	5004	4159	43.34	326	741844	10986	11267	29729
New Hampshire	1814	4867	1127	679	36.42	5	85804	2008	4309	35979
New Jersey	32000	151869	36855	34135	40.85	2766	5596585	106783	156584	359439
New Mexico	2994	12331	2961	2130	30.94	112	258738	6161	8090	37495
New York	115299	479067	113631	104281	42.37	6059	17247051	325311	487760	1444757
North Carolina	12183	47776	11195	8522	29.64	667	996003	21305	54179	271122
North Dakota	495	2141	542	326	37.92	28	50903	5584	5713	7536
Ohio	19247	67187	16856	11565	36.77	770	1747466	56302	202161	495285
Oklahoma	5592	32188	7689	5962	27.04	555	665709	10764	17558	55445
Oregon	12210	36552	9386	6360	36.65	382	954636	19584	36827	113563
Pennsylvania	45713	175499	41660	34810	33.73	1690	4285897	91790	318992	10/584065
Puerto Rico	2/19139	8/236986	8/50440	12733	16.58	2337	901235	9/15354	25374	62766
Rhode Island	5003	20109	4861	4108	39.69	384	646392	11987	22123	65959
South Carolina	7736	31452	7810	5766	31.28	577	740418	9579	25224	110701
South Dakota	1033	1755	400	260	24.53	29	28899	1896	2737	15847
Tennessee	9274	45809	11939	8357	29.55	742	997628	18510	50217	137194
Texas	15704	79553	18370	12637	30.22	1720	1685239	31121	65084	284915
Utah	3240	15019	3745	2551	38.46	173	405870	9264	12046	41514
Vermont	1262	5028	1371	967	35.15	72	128464	2241	9463	14578
Virginia	4365	15179	3444	2436	31.77	342	319300	7492	24743	165486
Washington	15771	64281	16134	12574	33.15	0	1727982	32143	67870	251578
West Virginia	4701	27863	6709	4570	25.13	345	464171	10010	18447	71302
Wisconsin	6395	29153	7179	5370	41.79	216	899514	32926	59434	245670
Wyoming	720	2372	553	360	36.37	20	55012	2249	4462	12315

1/ Excludes transitional claims.
2/ Total includes claims taken as agent State by the Virgin Islands.
3/ Weekly data are adjusted for split weeks in the month on the basis of a 5-day work week.
4/ A final payment is the payment for the last week of compensable unemployment in a benefit year, and indicates the exhaustion of benefit rights by a claimant for that benefit year. Because of the time lapse between the actual week in which the unemployment occurs and the date on which final payment is made the monthly total includes some claimants who exhausted their rights in the preceding month but received their final payment in the reported month, and excludes some claimants who exhausted their rights in the reported month but will not receive their final payments until the succeeding month. Workers who exhaust their rights may be entitled to additional benefits when the following benefit year begins. The number of exhaustions is not indicative of the number who are still unemployed as some will have obtained employment and others may have withdrawn from the labor force.
5/ Unadjusted for voided benefit checks and transfers under interstate combined-wage plan. Includes $19,952 in payments under extended duration provisions of State laws in Puerto Rico.
6/ Adjusted for voided benefit checks and transfers under interstate combined-wage plan.
7/ Includes amount credited to States' accounts in the unemployment trust fund, less withdrawals by the States, under the provisions of the Employment Security Administrative Financing Act of 1954.
8/ Includes data under the program for Puerto Rican sugarcane workers.
9/ Includes payments made under State temporary extended benefit provisions.
10/ Funds available reflect an advance from Federal account in Unemployment Insurance Trust Fund.
11/ Includes preliminary data for October.
* Preliminary, includes estimate for Hawaii.

Selected Unemployment Insurance Statistics, Federal Programs [1]

October 1966

State	UCFE					UCX				
	Initial claims received 2/	Weeks claimed	Number of beneficiaries (weekly average)	Benefits paid 3/	Average weekly payments for all unemployment 4/	Initial claims received 2/	Weeks claimed	Number of beneficiaries (weekly average)	Benefits paid 3/	Average weekly payments for all unemployment 4/
Total	8,751	67,216	14,316	$2,466,296	$41.02	12,813	58,452	12,199	$2,116,857	$41.32
Alabama	198	1,291	219	29,561	32.10	304	1,294	244	35,106	34.32
Alaska	145	1,196	289	51,998	42.90	51	231	45	8,886	47.15
Arizona	136	782	187	30,943	39.37	172	937	174	29,721	40.60
Arkansas	91	592	105	14,494	30.60	89	508	98	14,544	35.22
California	1,181	12,037	2,699	605,718	53.25	2,685	13,579	3,107	651,510	49.93
Colorado	84	415	70	13,669	46.34	129	482	89	16,012	42.93
Connecticut	32	324	58	10,786	44.39	108	348	61	9,935	38.81
Delaware	12	75	8	1,352	40.97	28	94	18	3,416	45.55
Dist. of Col.	295	2,734	757	146,435	46.05	66	367	77	13,241	40.74
Florida	203	1,030	133	16,790	30.14	259	1,062	186	24,746	31.73
Georgia	262	1,527	259	39,632	36.43	183	1,106	232	38,758	39.79
Hawaii	78	688	229	45,253	47.04	127	910	203	44,977	52.79
Idaho	49	182	20	3,258	39.73	41	120	23	4,157	42.86
Illinois	251	2,430	540	81,422	35.92	344	1,042	201	32,598	38.67
Indiana	79	538	123	19,285	37.45	122	368	79	12,474	37.69
Iowa	29	169	42	6,772	38.25	58	178	45	8,211	43.91
Kansas	136	553	91	15,971	41.92	65	317	67	12,173	43.17
Kentucky	114	856	158	22,719	34.32	288	1,671	346	57,531	39.62
Louisiana	122	1,134	224	32,413	35.55	162	979	185	30,461	39.20
Maine	31	208	41	5,858	34.06	52	145	25	4,203	39.28
Maryland	135	661	106	17,795	40.08	255	652	133	22,935	40.95
Massachusetts	165	2,856	805	160,114	47.37	328	1,542	389	79,985	48.95
Michigan	180	1,062	234	38,375	39.00	352	1,637	357	64,328	42.94
Minnesota	61	338	89	10,780	28.90	127	411	93	14,859	37.91
Mississippi	84	424	90	9,254	24.48	45	237	50	6,096	29.03
Missouri	187	843	196	27,840	33.83	202	852	175	28,412	38.60
Montana	60	255	43	5,745	31.74	45	114	18	2,477	33.03
Nebraska	46	500	115	16,494	34.29	30	97	18	2,810	36.49
Nevada	74	332	59	10,525	42.27	71	333	70	12,880	43.81
New Hampshire	8	49	7	1,039	37.11	30	59	12	2,266	43.58
New Jersey	273	1,870	320	59,237	44.04	399	2,520	496	90,656	43.54
New Mexico	120	598	106	14,522	32.49	175	635	112	16,178	34.35
New York	893	7,191	1,489	265,546	42.14	887	3,472	654	107,525	39.14
North Carolina	102	654	133	16,896	30.28	158	800	166	27,555	39.53
North Dakota	25	121	22	3,753	40.79	28	87	9	1,577	42.62
Ohio	184	2,066	476	74,900	37.43	501	1,517	272	46,907	41.11
Oklahoma	80	900	203	24,549	28.85	89	858	175	22,572	30.71
Oregon	126	542	117	16,152	32.76	225	626	106	17,921	40.27
Pennsylvania	664	4,716	847	130,397	36.65	1,199	4,096	802	130,758	38.80
Puerto Rico	67	561	126	9,424	17.81	235	1,874	417	39,219	22.39
Rhode Island	36	332	82	15,493	44.91	87	340	77	14,173	43.74
South Carolina	75	507	116	15,555	31.81	148	672	140	22,887	39.06
South Dakota	34	169	29	4,104	33.37	14	136	20	2,835	33.35
Tennessee	239	1,359	306	37,994	29.54	247	1,483	379	48,005	30.15
Texas	463	3,172	609	83,468	32.66	589	3,648	765	115,891	36.05
Utah	114	974	174	27,770	37.99	56	252	43	6,533	36.29
Vermont	13	104	23	4,000	41.24	14	63	10	1,824	41.45
Virginia	109	477	88	11,863	32.24	105	474	83	12,418	35.79
Virgin Islands	0	0	0	0	0	3	4	0	0	0
Washington	338	2,554	847	131,512	36.98	373	1,253	270	44,447	39.23
West Virginia	31	284	55	4,627	20.21	290	1,254	254	34,641	32.47
Wisconsin	215	86	139	24,539	40.24	159	675	124	21,788	41.98
Wyoming	20	11	15	2,705	42.94	14	41	5	839	38.14

1/ The programs for Federal civilian employees (UCFE) and for ex-servicemen (UCX), established under Title XV of the Social Security Act, became effective January 1, 1955 and October 27, 1958, respectively. Data exclude information on claims filed jointly with State unemployment insurance programs.

2/ Includes transitional claims.

3/ Unadjusted for voided benefit checks and transfers under interstate combined-wage plan.

4/ Includes data for total, part-total, and partial unemployment. Separate data for total unemployment are not available.

Selected Unemployment Insurance Statistics, State Programs
November 1966

State	Initial claims received 1/ 2/	Weeks claimed 2/	Number of insured unemployed (weekly average) 3/	Number of beneficiaries (weekly average) 3/	Average weekly payments for total unemployment	Number of final payments 4/	Benefits paid 5/	12 months ending Nov. 1966 (in thousands) Benefits paid 6/	12 months ending Nov. 1966 (in thousands) Collections and interest	Funds available November 1966 7/ (in thousands)
Total	8/915192	8/3768017	8/903192	672805	$40 57	51891	$14813555	$1785549	$3340940	$9879927
Alabama	10197	55262	18969	9390	30 98	1022	1261101	16882	31016	106019
Alaska	3104	11949	3126	2400	4209	225	439766	6611	10530	10/20783
Arizona	6916	25986	6090	4605	3728	351	742628	10140	17780	75298
Arkansas	7641	34820	7970	5199	2964	401	656691	9923	17860	41610
California	190746	777651	187120	154215	50 46	11365	3351541 4	9/1414107	5692264	8542209
Colorado	6126	17739	4249	2644	46 41	218	521031	9142	18016	71792
Connecticut	9328	42304	9872	8550	4210	693	1536501	25872	65440	245596
Delaware	1719	7689	1793	1815	4150	148	317310	5696	7066	25913
Dist. of Col.	2213	12741	2983	2649	4311	180	499417	7431	11163	68838
Florida	11750	64369	14950	9421	2827	1437	1141858	17364	40605	204504
Georgia	8724	44829	10726	6687	3224	1011	887034	13351	42380	225846
Hawaii	2958	24703	5715	4631	4793	191	933141	7410	11760	28024
Idaho	4490	14085	3503	1626	4169	102	277553	5811	10155	36927
Illinois	30046	108779	25970	19998	4128	1901	3479685	71588	104858	580318
Indiana	11352	39489	9887	7144	3435	767	1059014	21130	60164	224242
Iowa	3258	13652	3248	2367	4090	180	406336	7537	13597	123725
Kansas	3898	17262	4113	3022	3940	242	506814	9689	19345	75207
Kentucky	10036	40417	8940	6667	3433	540	943228	14978	29114	137819
Louisiana	7977	40170	9694	7853	3492	697	1171128	19631	41432	150574
Maine	5009	22961	5333	4158	3403	440	565618	6291	10972	40135
Maryland	9346	37062	9989	7910	3991	382	1322277	22259	53588	208523
Massachusetts	40075	176117	42522	33878	4179	2514	5680748	87413	147429	295067
Michigan	89248	110791	27543	19725	4325	1571	3671381	76345	197559	10/607865
Minnesota	12477	28772	9093	5871	3327	467	842194	19761	42403	53129
Mississippi	5503	19719	4584	2648	2565	247	290044	6090	16661	73746
Missouri	22492	75018	17341	11817	3677	765	1655968	28929	54318	265994
Montana	4344	10838	3355	1980	3134	188	276977	5213	6373	21513
Nebraska	2660	9072	2477	1830	3485	189	271300	6053	9223	45535
Nevada	4547	23743	6170	5205	4337	343	972027	11163	11894	30251
New Hampshire	2082	5915	1409	946	3449	5	126521	1934	7981	36812
New Jersey	38129	175689	41406	38353	4073	3113	6615158	106258	156656	373414
New Mexico	4448	17611	4296	3137	3103	156	417142	6170	8163	38052
New York	148332	557428	132846	109912	4287	6864	19320927	321873	481186	1480592
North Carolina	15143	54936	14778	9412	2870	575	1136825	21153	54046	277302
North Dakota	2705	5474	2024	929	3997	94	161171	5579	5436	7996
Ohio	32073	99460	24552	15179	3916	865	2483707	54088	199157	514134
Oklahoma	6538	37043	8626	4798	2726	476	565558	10516	17168	56771
Oregon	22835	65197	16480	9852	3780	426	1600992	20021	36613	116143
Pennsylvania	59073	206078	50037	36402	3471	1727	4975184	89340	317037	10/536713
Puerto Rico	8/15230	8/200128	3/40692	13449	1759	3327	1059407	9/15301	23899	64762
Rhode Island	5700	20039	5395	4507	4011	398	755549	12034	21609	65203
South Carolina	6981	37062	9010	6597	3116	660	881476	9664	25430	113748
South Dakota	1213	3326	862	391	3105	63	50199	1878	2733	16172
Tennessee	14170	64742	15394	10808	3038	930	1377963	18611	50863	143116
Texas	17681	88540	20650	14870	3072	1840	1956942	30232	65677	291574
Utah	4723	20816	5038	3494	3967	283	582203	9191	12043	40977
Vermont	1806	7070	1931	1347	3538	110	194049	3222	9389	15137
Virginia	5126	16352	3906	2619	3297	219	375386	7419	24607	168315
Washington	21860	92016	22297	17015	3325	215	2406703	32342	66149	252545
West Virginia	5389	30974	7545	5032	2506	337	534941	9824	18644	72954
Wisconsin	14994	46197	11590	7130	4233	382	1272561	32818	59747	246969
Wyoming	1379	4647	1103	725	3845	49	117809	2269	4339	12527

1/ Excludes transitional claims.
2/ Total includes claims taken as agent State by the Virgin Islands.
3/ Weekly data are adjusted for split weeks in the month on the basis of a 5-day work week.
4/ A final payment is the payment for the last week of compensable unemployment in a benefit year, and indicates the exhaustion of benefit rights by a claimant for that benefit year. Because of the time lapse between the actual week in which the unemployment occurs and the date on which final payment is made the monthly total includes some claimants who exhausted their rights in the preceding month but received their final payment in the reported month, and excludes some claimants who exhausted their rights in the reported month but will not receive their final payments until the succeeding month. Workers who exhaust their rights may be entitled to additional benefits when the following benefit year begins. The number of exhaustions is not indicative of the number who are still unemployed as some will have obtained employment and others may have withdrawn from the labor force.
5/ Unadjusted for voided benefit checks and transfers under interstate combined-wage plan. Includes $23,979 in payments under extended duration provisions of State laws in Puerto Rico.
6/ Adjusted for voided benefit checks and transfers under interstate combined-wage plan.
7/ Includes amount credited to States' accounts in the unemployment trust fund, less withdrawals by the States, under the provisions of the Employment Security Administrative Financing Act of 1954.
8/ Includes data under the program for Puerto Rican sugarcane workers.
9/ Includes payments made under State temporary extended benefit provisions.
10/ Funds available reflect an advance from Federal account in Unemployment Insurance Trust Fund.

Selected Unemployment Insurance Statistics, Federal Programs [1]
November 1966

State	UCFE					UCX				
	Initial claims received 2/	Weeks claimed	Number of beneficiaries (weekly average)	Benefits paid 3/	Average weekly payments for all unemployment 4/	Initial claims received 2/	Weeks claimed	Number of beneficiaries (weekly average)	Benefits paid 3/	Average weekly payments for all unemployment 4/
Total	8,981	74,840	15,242	$2,751,780	$41.03	14,570	68,240	13,324	$2,450,124	$41.79
Alabama	224	1,507	253	36,572	32.86	268	1,627	284	42,962	34.42
Alaska	159	1,517	347	67,407	44.14	51	299	73	15,093	47.02
Arizona	139	920	211	35,617	38.30	225	996	198	35,571	40.89
Arkansas	106	729	126	17,885	32.17	115	627	108	16,886	35.40
California	1,383	13,843	2,744	644,856	53.40	3,038	16,536	3,413	748,419	49.83
Colorado	81	498	82	16,637	46.21	198	677	117	23,051	44.76
Connecticut	28	341	64	12,498	44.15	96	421	70	12,586	40.73
Delaware	12	108	13	2,459	41.68	31	108	22	4,556	47.46
Dist. of Col.	201	2,894	779	154,766	45.13	53	333	61	10,993	41.17
Florida	140	1,016	149	19,925	30.47	277	1,078	185	26,030	31.94
Georgia	203	1,595	285	47,286	37.66	225	1,129	213	37,867	40.41
Hawaii	61	759	237	48,712	46.66	109	986	224	52,028	52.82
Idaho	137	426	48	8,341	39.72	105	282	38	6,917	40.93
Illinois	263	2,537	502	77,998	35.34	425	1,315	219	37,397	38.87
Indiana	76	577	110	18,345	37.82	141	472	82	13,464	37.19
Iowa	32	210	34	5,660	37.73	73	268	48	9,486	45.39
Kansas	61	638	138	26,384	43.54	86	324	65	12,342	43.46
Kentucky	133	1,087	214	33,243	35.29	291	1,883	413	73,348	40.41
Louisiana	88	1,012	166	26,540	36.26	163	1,049	182	31,166	39.63
Maine	21	273	51	7,035	31.41	68	245	47	7,997	38.45
Maryland	119	600	110	19,876	40.90	235	616	145	27,003	42.32
Massachusetts	140	2,465	641	132,714	47.05	261	1,690	398	86,862	49.61
Michigan	230	1,180	244	42,662	39.72	387	1,651	334	63,506	43.20
Minnesota	68	416	119	15,440	29.52	218	627	164	27,914	38.61
Mississippi	161	542	90	10,164	25.67	74	276	46	5,936	29.24
Missouri	175	893	203	32,459	36.31	234	952	178	30,488	38.84
Montana	141	427	92	12,976	32.20	81	199	47	6,791	33.13
Nebraska	67	534	129	19,479	34.23	31	150	26	4,260	36.78
Nevada	57	392	82	15,622	43.15	65	344	86	16,618	43.73
New Hampshire	10	52	5	971	40.46	34	65	11	2,268	48.26
New Jersey	274	1,897	364	69,848	43.63	417	2,359	529	101,935	43.82
New Mexico	134	719	136	18,830	31.44	168	729	140	21,084	34.34
New York	874	7,170	1,438	262,139	41.42	982	3,743	670	116,762	39.62
North Carolina	137	840	169	21,604	29.12	190	959	176	31,080	40.05
North Dakota	53	186	29	4,987	38.66	91	226	35	6,010	38.77
Ohio	174	2,168	437	72,262	37.58	694	1,791	262	47,405	41.15
Oklahoma	81	984	156	19,384	28.22	115	995	148	19,848	30.44
Oregon	181	667	147	21,474	33.19	341	941	160	28,858	40.99
Pennsylvania	401	5,128	1,039	171,181	37.44	1,200	5,118	952	167,274	39.93
Puerto Rico	58	653	124	10,092	18.52	237	2,034	410	38,422	21.27
Rhode Island	47	454	106	20,638	44.38	71	357	73	14,323	44.75
South Carolina	85	623	120	17,613	33.35	127	703	136	23,742	39.57
South Dakota	54	282	49	7,274	33.68	52	160	25	5,744	34.04
Tennessee	449	1,883	339	52,103	34.97	313	1,826	366	57,103	35.45
Texas	339	3,440	713	103,265	32.93	557	3,760	781	122,704	36.00
Utah	137	1,150	209	37,530	40.75	75	367	65	10,799	37.89
Vermont	10	107	22	3,810	39.69	22	81	15	2,689	42.02
Virginia	96	538	83	12,215	33.28	174	480	73	11,490	35.91
Virgin Islands	0	0	0	55	55.00	0	3	0	35	35.00
Washington	434	4,178	937	154,246	37.43	577	1,911	368	63,374	39.12
West Virginia	29	285	55	5,044	20.67	275	1,462	269	38,551	32.53
Wisconsin	177	1,321	267	49,757	42.42	196	913	159	29,327	41.84
Wyoming	41	177	32	5,960	42.88	38	97	15	2,760	40.59

1/ The programs for Federal civilian employees (UCFE) and for ex-servicemen (UCX), established under Title XV of the Social Security Act, became effective January 1, 1955 and October 27, 1958, respectively. Data exclude information on claims filed jointly with State unemployment insurance programs.

2/ Includes transitional claims.

3/ Unadjusted for voided benefit checks and transfers under interstate combined-wage plan.

4/ Includes data for total, part-total, and partial unemployment. Separate data for total unemployment are not available.

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Signing of Wisconsin's Pioneer Unemployment Compensation Law, January 28, 1932.

Left to right: Henry Ohl, Jr., President of the State Federation of Labor, Elizabeth Brandeis, Paul A. Roushenbush, Prof. John R. Commons, Gov. Philip F. La Follette, Lt. Gov. Henry A. Huber, Assemblymen Harold M. Groves and Robert A. Nixon.

Anniversary of Wisconsin Law

On January 28, 1932, a landmark in the history of unemployment compensation was reached when Gov. Philip M. La Follette of Wisconsin signed the Wisconsin Unemployment Reserves and Compensation Act, the first unemployment compensation measure to be enacted in the United States. This pioneering act influenced the development of unemployment compensation principles and programs, and paved the way for the passage of State laws throughout the country in connection with the Nation's Social Security Act of August 14, 1935.

The Wisconsin law was the culmination of 10 years of legislative discussion which began with the first proposal drafted by Prof. John R. Commons of the University of Wisconsin. The introduction of that proposal in the legislature in 1921 led eventually to the one presented by Assemblyman Harold M. Groves in 1931.

On August 17, 1936, more than 4 years after the signing of the historic act, the State of Wisconsin paid the first unemployment benefit check ever issued in the United States from a State unemployment compensation fund.

To mark the anniversary of the law, Gov. Warren P. Knowles issued a proclamation naming January 28, 1967, as Unemployment Compensation Day, "to be observed by such ceremonies as may further public understanding of this program, recognize the part played by various individuals and organizations in its development, and encourage further improvements in the general public interest."

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